

1997

# City of Gardiner Comprehensive Plan

Gardiner (Me.). Comprehensive Planning Committee

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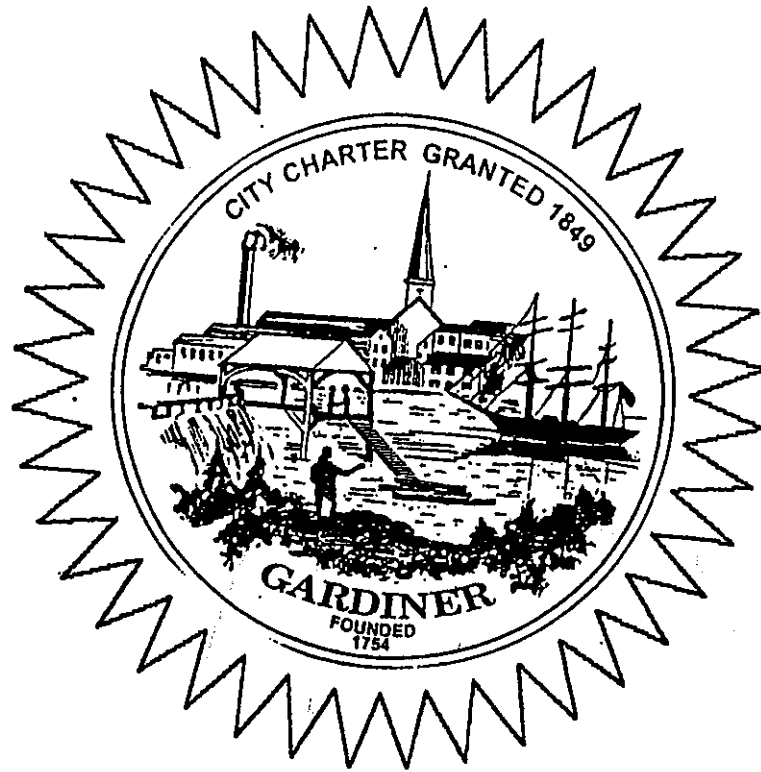
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# City of Gardiner



## COMPREHENSIVE PLAN

Effective Date: April 22, 1997

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CITY OF GARDINER

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# **TABLE OF CONTENTS**

1. Introduction	Pages 1-1 to 1-3
2. Historical Overview	Pages 2-1 to 2-5
3. Gardiner Today	Pages 3-1 to 3-2
4. Community Goals	Pages 4-1 to 4-3
5. Demographic Trends	Pages 5-1 to 5-16
6. Land Use Plan	Pages 6-1 to 6-13
7. Fiscal Policy and Capital Improvements	Pages 7-1 to 7-10
8. Regional Plan	Pages 8-1 to 8-4
9. Ordinance, Laws and Planning	Pages 9-1 to 9-5
10. Municipal Services	Pages 10-1 to 10-9
11. Municipal Infrastructure	Pages 11-1 to 11-22
12. Public Sewer System	Pages 12-1 to 12-6
13. Municipal Water System	Pages 13-1 to 13-5
14. Solid Waste and Recycling	Pages 14-1 to 14-4
15. Transportation and Parking	Pages 15-1 to 15-15
16. Housing	Pages 16-1 to 16-19
17. Economic Development	Pages 17-1 to 17-8
18. Historic and Archaeological Resources	Pages 18-1 to 18-6
19. Recreation	Pages 19-1 to 19-9
20. Agriculture, Forest and Open Space Resources	Pages 20-1 to 20-10
21. Scenic Resources	Pages 21-1 to 21-6



**22. Critical Natural Resources**

**Pages 22-1 to 22-17**

**23. Flood Plain Management**

**Pages 23-1 to 23-6**

**24. Community Resources**

**Pages 24-1 to 24-7**

**25. Public Opinion Summary**

**Pages 25-1 to 25-11**

**26. Analysis of the Public Opinion Survey**

**Pages 26-1 to 26-8**

## List of Tables, Charts and Maps

PAGE	DESCRIPTION
5-1	Population Levels, Gardiner from 1960 to 1990, Source U.S. Census
5-2	Land Area and Population Density, Source 1990 Census
5-2	Age Characteristics, Source 1990 Census
5-5	Map, Population Change in the Southern Kennebec Region between 1970 to 1980. Source U.S. Census
5-6	Map, Population Change in the Southern Kennebec Region between 1980 to 1990. Source U.S. Census
5-7	Population and Age Characteristics, Source 1990 Census
5-8	Population: Sex and Race Characteristics, Source 1990 Census
5-8	Population: Persons per Family and per Household, Source 1990 Census
5-8	Population: Household Type, Source 1990 Census
5-9	Population: Structural Characteristics, Source 1990 Census
5-9	Population: Occupancy and Financial Characteristics for Owner Occupied Housing, Source 1990 Census
5-10	Population: Occupancy Characteristics for Rental Occupied Units, Source 1990 Census
5-10	Educational Attainment for Persons 25 years and Older, Source 1990 Census
5-10	Educational Attainment for Persons under 25 years Old, Source 1990 Census
5-11	Income Levels: Household and Family Income Levels, Source 1990 Census
5-11	Income Levels: Persons below Poverty Level, Source 1990 Census
5-12	Income Level: Income Range for Households and Families, Source 1990 Census
5-12	Employment Characteristics: General Information, Source 1990 Census

- 5-13      Employment Characteristics: Wage and Salary Category, Source 1990 Census
- 5-13      Employment Characteristics: Percentage of Persons in Various Occupations, Source 1990 Census
- 5-14      Employment Characteristics: Employment by Industry Type, Source 1990 Census
- 5-15      Employment Characteristics: Largest Employers within the City, Source, Economic Development Director and City Manager
- 6-6      Rural District Dimensional Standards Point Chart
- 7-2      Major Capital Improvement Projects
- 7-3      Budget Comparison for Municipal Services, Source City Budgets
- 7-4      Assessment/ Population for Fiscal Year ending in 1994, Source MMA Tax Assessment Guide
- 7-5      Budget Comparison of Key Municipal Services, Source City Budgets
- 7-6      Top 20 Tax Payers, Source City Tax Assessor
- 7-7
- 7-8
- 7-9
- 10-7      Budget Comparison for Municipal Services
- 11-4      Sidewalks in Poor or Very Poor Condition, Source Public Works
- 11-7      Roads in Poor or Very Poor Condition, Source Public Works
- 11-10      RoadWay Summary, Source Public Works
- 11-16      City Property List/ Description, Source Code Enforcement Officer
- 15-4      Annual Average Daily Traffic Numbers for some Locations in the City, Source Department of Transportation
- 16-2      Structure Type, Source 1990 Census

- 16-3 Heating Fuel Type, Source 1990 Census
- 16-3 Structure Age, Source 1990 Census
- 16-3 Occupancy and Housing Unit Type, Source 1990 Census
- 16-4 General Housing Data, Source 1990 Census
- 16-4 Vacancy Rates, Source 1990 Census
- 16-5 Median Household Income for Housing Type, Source 1990 Census
- 16-5 Rental Cost, Source 1990 Census
- 16-7 Gardiner Structure Survey, Source City Tax Assessment Cards
- 16-8 Building Permit Report Summary from 1987 to 1994, Source City Building Permits
- 16-12 Housing Affordability Chart, Source Code Enforcement Officer
- 16-13 Survey Summary of Housing Sales, Source Property Transfer Information
- 16-16 Location Map of New Residential Development, Source City Building Permits
- 16-17 Location Map, Urban Area, of New Residential Development, Source City Building permits
- 19-2 Parks and Recreation Facilities Comparison, Source Bureau of Parks and Recreation
- 19-3 Parks and Recreation Facilities, Source City Survey
- 20-3 Existing Farms and Farm Sites, Source City Survey
- 20-4 Identified Prime Farmland Soil Types, Source Kennebec County Soil Survey
- 20-5 Tree Growth Parcels, Source City Tax Assessor
- 20-6 Prime Forest land, Woodland Groups 3& 4, Source Kennebec County Soil Survey
- 22-4 General Characteristics of Gardiner Soils, Source Kennebec County Soil Survey

- 22-5      **Soil Suitability, Steep Slopes and High Erodible Soils, Source Kennebec County Soil Survey**
- 22-8      **Suitable Soils for Sand and Gravel Operations, Source Kennebec County Soil Survey**
- 22-13     **Deer Wintering Locations. Source Department of Inland Fisheries and Wildlife**

## **MAP APPENDIX**

### **Map Title**

1. Existing Zoning District Map
2. Proposed Land Use Map
3. Proposed Land Use Map, Urban Area
4. Public Facilities
5. Public Facilities, Urban Area
6. Public Water System
7. Public Sewer System
8. Steep Slopes, Aquifer Re-charge Areas and Prime Agricultural Soils
9. Topographic Map
10. Soils Map
11. Deer Wintering Areas
12. Water Resources
13. Wetland Location Map

# INDEX

Subject Areas	Page
Age Characteristics	5-2, 5-7
Agricultural	20-2, 20-4
Air Transportation	15-11
Ambulance and Rescue	10-5
Aquifers	22-7
Bike Paths	15-11, 19-6, 19-7
Building Permit Survey	16-8
Bus Service	15-11
Capital Improvements Projects	7-2
Central Business District	6-8, 17-4
City Committees and Boards	10-2
City Planning	9-1
City Property List	11-6
Cobbossee Stream	6-8, 11-5, 19-4, 21-3, 21-4, 22-6, 22-9, 22-13, 23-13
Commercial Development Parks	17-4
Commercial Uses in Residential Areas	6-11, 17-2
Drainage System	11-5
Education	5-10, 24-2
Employment	5-12, 5-13, 5-14, 5-15

Farm Sites	20-3
Fire Department	10-4
FloodPlain	23-1
Forest Land	20-6
General Government	10-3
Health Care Services	24-1
High Density Residential District	6-2
Historic District	18-1
Home Occupations	16-5, 17-2
Housing Affordable	5-9, 5-11, 5-12, 16-12
Income	5-11, 5-12
Infrastructure Projects	11-1
Kennebec River	6-7, 6-8, 11-5, 19-4, 19-5, 21-3, 21-4, 22-6, 22-7, 22-9, 22-11, 22-13, 23-1
Land Area, Density	5-2
Library	10-6
Moderate Density Residential	6-3
Municipal Services Budget	7-3, 10-7
Open Space	6-4, 6-7, 20-7
Parking	15-12
Plan Format	1-1
Planned Development District	6-9
Planned Industrial District	6-8, 17-4
Plant Habitat	22-10



Police	10-6
Population	5-1, 5-3, 5-5, 5-6
Poverty Levels	5-11
Public Works Department	10-6
Rail Transportation	15-11
Recycling	14-1
Recreation	19-2, 19-3, 24-3
Rental Affordable	5-10, 5-11, 5-12, 16-10
Residential Development Trends	6-3, 6-4, 16-14
Residential Growth District	6-3
Resource Protection District	6-7, 22-5, 22-6, 23-1
Road System	11-10, 11-7, 15-2, 15-3
Rural Conservation District	6-7
Rural District	6-4, 6-12
Scenic Areas	21-1
Sewer Plant	12-12
Sewer System	11-6, 12-1
Sex and Race	5-8
Shoreland District	6-8, 22-9
Shoreland Zoning	22-9
Sidewalks	11-3, 15-11
Snowmobile Trails	19-7
Soils	22-4

Steep Slopes	22-5
Structure Ages	5-9, 16-3
Structure Characteristics	5-9, 16-2, 16-3, 16-17
Structure Survey	5-9, 16-2, 16-7
Subdivisions	16-6
Summer Recreation	10-4
Swimming	19-5, 24-14
Top 20 Tax Payers	7-6
Traffic Counts	15-4
Traffic Problems	15-7, 15-8
Traffic Regional Issues	15-10
Tree Growth parcels	20-5
Water Access	19-4, 19-5
Watersheds	22-6
Water District	13-1
Water Source	13-3, 22-7
Wetlands	22-6
Wildlife	22-11
Zoning Ordinance	9-3, 17-16



# **INTRODUCTION**

## **SECTION 1**

### **PURPOSE**

The Comprehensive Planning process enables local residents and officials to review and evaluate information about the City of Gardiner and to establish goals for the future. Planning provides the means for an in depth examination of local resources, growth trends, services and facilities, public opinion, and the related opportunities and problems facing the City. It results in a document, the Comprehensive Plan, that delineates goals and policies which residents and officials alike can utilize to guide development and manage change over the next 10 years.

The formation of this Comprehensive Plan is designed to meet and exceed the State of Maine's Growth Management Legislation. The Growth Management Legislation requires Gardiner to address certain State Goals and policies within the framework of a comprehensive plan.

The Comprehensive Plan is designed to provide an overall policy framework for the City of Gardiner. The Plan provides the legal basis for subsequent land use and growth management ordinances, and in particular, for revisions of Gardiner's Zoning Ordinance.

### **GOAL**

The overall goal of this Comprehensive Plan is to accurately document Gardiner's present condition, infrastructure, land use, natural resources, population and services, and use this data to establish goals and policies to direct the City's future. The formation of these goals and policies shall be guided by the Growth Management Legislation and the input and direction provided by the citizens of the City. The Plan shall be organized and formatted in a manner which is clear, concise and can be easily updated.

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### **FORMAT**

The Comprehensive Plan is organized into various sections or topics and each of these sections are further organized in the following manner:

- A summary of what is covered in each section.
- A list of goals that are applicable to each section.

- A reference to additional data that provided the background for each section.
- An analysis section that list some of the most important data and outlines the issues and concerns for the particular section.
- A policy section which establishes how the City is to address the issues and problems identified in the analysis section.
- An implementation strategy which assigns responsibility to persons or groups to implement the policies or provides specific direction for the City to follow.
- A plan integration section which describes how a plan section might conflict with another plan section or describes a particular issue or problem associated with a particular area.

Certain portions of the data collected for particular sections could not be included in the body of the plan because of the volume of the information. In these cases the data reference contained in the plan will refer the reader to specific areas in a data collection that will be kept by the City and made available to the public. The data collection includes such items as complete road data, sewer survey, sidewalk survey, drainage survey, historical survey, flood plain information and soils information. An effort was made to provide the most important pieces of information in the analysis portion of each plan section or to at least summarize the key results of the data in order to provide a complete picture of the particular situation. Persons requiring additional detailed information can refer to the data section for this information.

The Plan was organized in this manner to make it easy for the reader and appropriate officials to access particular information about a certain area or part of the City in an efficient fashion. This type of plan organization allows the reader to gain a complete understanding of how the City intends to direct its future planning for a particular area without having to scan or read the entire plan.

## **CURRENT PLANNING ISSUES**

The 1988 Comprehensive plan places the City in a good position to build and expand its planning efforts and to address new issues and areas not covered in the previous plan. The 1988 Plan accomplished a great deal for the City and has served Gardiner well for the past 7 years. During this time new issues and concerns have developed which require the City's attention and this Plan attempts to address these issues. Some of the key issues that are now facing the City are as follows:

1. Rapid residential growth in the rural sections of the City.

2. A stable population base compared to rising population in neighboring Towns.
3. The rising cost of City services.
4. The rising tax rate in the City.
5. The need to explore regional solutions for providing some City services.
6. The recreational needs of the City in particular for the young and the elderly.
7. A concern for the quality of education.
8. The desire for economic development and job creation.
9. The desire to expand the City's industrial and commercial tax base.
10. An interest in a mixed use residential and commercial area.
11. A renewed interest in expanding the sewer along Brunswick Avenue.
12. Continued protection of the City's residential neighborhoods.
13. The increased protection of the City's natural resources.
14. Improved planning for infrastructure improvements.

# **HISTORICAL OVERVIEW**

## **SECTION 2**

### **A Brief History of Gardiner**

**Written by Danny D. Smith**

**in behalf of the Gardiner Historic Preservation Commission**

The recurring theme in the history of Gardiner, Maine is the alternation of control by economic and political forces between leaders outside and from within the community. The earliest presence of Europeans is vitally linked to the competing interests of the English and French crowns to gain control of the North American continent. Gardiner was in the center of that contested arena. The King of England declared his sovereign interest in all of North America and granted the territory from coast to coast between latitudes forty and forty-eight to the Great Council of Plymouth which divided that vast territory into smaller proprietary companies. The Pilgrims who arrived on the *Mayflower* opened the Kennebec Valley.

Plymouth Colony nearly collapsed at the end of the first decade. John Allerton, who had connections at the English court, lobbied for a grant in Maine where the Pilgrims could trade in fish and furs with the Indians. Although Allerton's grant embracing the Kennebec Valley proved to be the temporary economic salvation of the Pilgrims, a combination of poor management and exhaustion of the beaver and sturgeon, ended the Pilgrims' hope. In 1660, shortly before their absorption into the Massachusetts Bay Colony, they made one last attempt to raise money by selling their Kennebec Valley lands to four Boston merchants.

The four Boston merchants almost made a commercial success of their acquisition, but a series of wars soon convulsed the American colonies between 1675 and 1763. The struggle between the French and English was resolved only when the English conquered Quebec in 1759. Then Indian raids ceased in Maine, and for the first time the Massachusetts businessmen could envision practical possibilities for expansion into the central Maine area. A well-capitalized group of investors in Boston bought out the heirs of the earlier investors and organized a joint stock company, initially consisting of 192 shares. One-tenth of the shares were soon in the investment portfolio of Dr. Silvester Gardiner, leading surgeon of Boston who had amassed one of the largest fortunes in the colonies through the importation of medical supplies. He presided over the affairs of the company and secured a monopoly of the stores on the frontier and the operation of the supply sloop which constantly sailed between Boston and the settlements on the Kennebec River. When subdivisions of company land were made, Dr. Gardiner always secured the best lots.

The best land in the one-and-half-million acre grant held by the Kennebec Proprietors was located at the confluence of the Cobbosseeconte Stream and Kennebec River—right here in Gardiner, Maine. That choice site drops 130 feet during the last mile of the Cobbosseeconte Stream. Dr. Gardiner soon exploited this prime stretch of water powers by erecting two saw mills, a fulling mill, potash factory, and a grist mill. The grist mill was the only place within a fifty-mile radius where the pioneers could grind their corn. Therefore Gardinerstown, as this area from 1754 was known, became an economic center for the entire region. This community was also at the head of tide, and as a consequence of this other geographical feature, ships which sailed on the ocean could come only this far north before dragging on the river bottom. Economically, Gardiner commanded the best site for numerous wharves, one of which jutted out 1250 feet into the river. The practical consequence of the twin advantages of prime mill sites and good wharves was tremendous. Although these assets seemed to hold great promise, the region was on the brink of its second economic reversal.

Let us try to envision the appearance of the community at the time Dr. Gardiner carved a little settlement out of the howling wilderness. Let us walk along the parking lot between Cobbossee

Stream and the back of the buildings on Water Street. Let us look up to the Yellow Church, now the Congregational Church, halfway up the hill. Let us imagine a time when the stores had not been built on the street. Let us imagine Water Street with a few rude huts skirting the walled palisade half way up the hill. If you imagine away the manmade landscape, you will understand that the fort had a commanding view of the confluence of the stream with the river. That important site controlled all traffic because travel was only by water at a time before roads were blazed through the woods to backlots.

Dr. Gardiner, ardent Tory and adherent of the Church of England, remained loyal to the King of England when the American Revolution broke out. His one hundred thousand acre grant, which included the present municipalities of Gardiner, Pittston, Randolph, West Gardiner, and part of Farmingdale, was confiscated by the provisional government and would have been sold by the authorities in Boston. However, at the last minute, his lawyer son-in-law discovered a technical flaw in the legal proceedings. In the meantime, Dr. Gardiner had been exiled from the United States upon pain of imprisonment and possible death. The year before he died in 1786, he obtained reversal of his exile and was ready to reassert the claim to his landed estate. He left a will leaving the entire estate to his grandson with the stipulation that his grandson change his surname from Hallowell to Gardiner. The estate was a vast tract of land which under terms of the will could never be divided but would descend from eldest son to eldest son forever.

The undivided and undividable inheritance set the stage for the third economic disaster for this area. Because the land could not be divided into settlers' lots, prospective pioneers could not obtain title to the land. The best they could hope for was a life interest in land obtained by long-term leases. No legal remedy was in sight until 1803 when the young grandson came of age and claimed his inheritance which had been held in trust by absentee executors. The bright young Robert Hallowell immediately complied with his grandfather's will and changed his surname to Gardiner, and he is therefore known in history as Robert Hallowell Gardiner I (1782-1864) for whom this city is named.

Robert Hallowell Gardiner found chaos as he entered into his vast landed inheritance. No responsible pioneer would settle here without prospect of obtaining secure land title in a community where he would risk his life's fortunes. Consequently, the mills and wharves had gone into decay during the time of the absentee proprietor. There were at least sixty families illegally squatting on the land. Robert Hallowell Gardiner found solutions. His lawyer broke the entail on the estate so that the land could be divided and sold in fee simple parcels, the best ownership possible in land. He settled with the squatters by allowing them to discount the improvements they had made on the land against the purchase price. He also brought in good engineers and managers to rebuild the wharves and mills. He supervised the repair of the several dams on Cobbosseeconte Stream. He invested his own capital to build up the main street and start several stores. Most importantly, he commissioned Solomon Adams to survey the entire estate, and that act allowed for the systematic sale of house lots and laying out of streets and roads.

The larger needs of the community were also promoted by Robert Hallowell Gardiner. In 1834 he chartered the Gardiner Savings Institution, thereby providing for the regulated circulation of money. He built at his own expense the large stone church at the summit of Church Hill, Christ Church, which has since its erection in 1819 been a community center. The Common opposite the church has set a proper tone since 1824 for the ornamental residences in the heart of the community. His leadership in establishing the Gardiner Lyceum, the first vocational college in the nation, brought additional economic advantage to the region. His great stone mansion, "Oaklands," designed by America's foremost architect of the time, Richard Upjohn, has been an important symbol of the city's cultural links that extend well beyond state lines because two American presidents as well as many other historic figures have been guests there.



By 1820 when the Squire of Oaklands was making substantial improvements in the community, Maine was poised to begin a six-decade period of unparalleled economic growth. We have never recovered from our relative strength vis-a-vis the nation since 1880. The excitement of this Golden Era is summed up by the Maine novelist Robert P. Tristram Coffin in *Captain Abby and Captain John*:

The years from 1820 to 1880 were the only years when the State of Maine was able to keep her smartest children home and give them all something to do, and not have to breed them for states farther west, Illinois and Michigan, Wisconsin and Minnesota, Oregon and Washington. Those states had to look elsewhere, during that spell, for good farmers and fishermen and boatbuilders and lumbermen, and not rob the Maine cradle of its best lumbering and fishing babies.

During the fifty years from 1772 to 1820, Maine's population increased more than fivefold from 29,080 in 1772 to 298,335 in 1820. The implications of these figures are tremendous. The economic and social ferment released in the wake of the American Revolution boded a change in the character of the nation, and of this social movement, in New England, we will see the mirror image of the westward expansion. The economic forces meant land speculation and rapidly expanding markets for timber, but the actual amount of land placed for agricultural use was still relatively small.

From the time of Robert Hallowell Gardiner's assumption of leadership until the Civil War, ship building and trading were the basis of the community's economy. Agriculture, so important in surrounding towns, was only marginally important here. His great-granddaughter Rosalind Richards evoked that spirit of the shipbuilding trade and the city's links to world enterprise during that golden era in her 1916 book *Northern Countryside*:

Ship-building was the chief industry of the place. There were four principal ship-yards. The skippers as well as the lumber came from close at hand. It seems a wonderful thing, in these stay-at-home times, that keen young lads from the farms could have been, at twenty-one, in command of full-rigged ships, fearlessly making their way, in prosperous trade, to places that might as well be in Mars, for all most of us know of them today: but Java and the Spice Islands, Shanghai, Tasmania, and the Moluccas were household words in those days, and you still hear a sentence now and then which shows the one-time familiarity of ways which have passed from our knowledge.

Let us resume our mythical journey as we were surveying the landscape when Dr. Gardiner was carving out a modest settlement. The year is now 1849, the year the town of Gardiner obtained a charter from the State Legislature and became a city. We see busy shipyards, the Cooper, Agry, Stevens and Kimball yards in Pittston; the Bradstreet and Pierce yards in Gardiner, and the S.C. Grant yard in what will become Farmingdale in three years. By the way, Farmingdale split from Gardiner because of a tax revolt. Mrs. Chadwick, wife of a powerful lawyer, insisted that her husband push legislation through to break with the city fathers of Gardiner who would not build sidewalks to her corner where Maine and Northern Avenues join. During the previous decade, eight barks, brigs and schooners as well as twenty ships, three steamers, and two clipper ships had been turned out by these yards. In 1849, we see ten large wharves where one or two large vessels will be moored to each one, waiting for the loads of huge piles of lumber coming from the Mill Pond where the Shop 'n Save parking lot now is located. Many mills, tanneries, and a large pottery line the Cobbossee. Two rows of stores, mostly wooden structures which would perish in the city's great fire of 1860, line Water Street. Church Hill, which rises abruptly 125 feet, is aptly named because the spires of the Congregational, Universalist and Episcopal Churches answer to the other very visible steeple of the Methodist Church on Highland Avenue.

The sense of community in the nineteenth century was strong. Henry Richards (1848-1949), grandson of Robert Hallowell Gardiner, described the commercial district upon his return from Boston as a series of shopping trips which were like neighborly calls "because all the stores in those days were kept by Gardiner men and women, every one of whom had a stake in the town

and a position in the social, religious and philanthropic groups in which the whole heart and soul of the place found expression, not only in manifold good works, but in rivalries and competitions which gave Gardiner the name of a fighting town, though the fights seemed to bind us all closer and closer together, after the dust they raised had settled." The conditions just described by Henry Richards in 1878, by the close of his long lifetime in the late thirties had changed drastically when he described "the change that has come over Gardiner and the whole country, as mass production and incipient state capitalism have crowded small, individualistic enterprises off the stage."

The merchants whom Richards would have encountered in the 1870s were dealers in wool and hides, West India goods and patent medicines. The grocery store would have been a small operation with pickle and apple barrels by the front door. There were no packaged goods. The professional buildings housed a surgeon-dentist, notary public, surveyor, and many attorneys. Physicians came in many categories: allopathic, homeopathic, botanic, physopathic, among other species.

Although Savels Paper Mill had been established as early as 1807 in Gardiner, the paper industry started to assume undoubted importance in the 1860s when the S. D. Warren Copesook Paper Mill began the century-long dominance of the local economy by the paper companies which soon included the Hodgkins Paper Company, Richards Paper Company, and the Hollingsworth and Whitney Paper Mill. During the second half of the nineteenth century, Joshua Gray presided over the other large industry, the sawmills. Steamboat passenger ships, typified by those in command of Captain Jason Collins, provided another important link to the outside booming economy. Another industry as remarkable for its sudden appearance and rapid end as its source of great wealth was the ice industry from the 1880s to the 1920s. At the turn of the nineteenth century into the twentieth, Gardiner's last major industry, which even stabilized the local economy during the Great Depression, became fully established: the shoe manufacturers. The Commonwealth Shoe and Leather Company and the R.P. Hazzard Shoe Company in conjunction with the paper mills, ensured a firm economic base until well after the Second World War.

The philanthropic interests of the Richards family brought cultural and social stability in this community. Through the efforts of Henry and Laura E. Richards, the High School was built in 1920, the hospital established in 1919, the Gardiner Public Library in 1881, the Gardiner Water District in 1885 along with many other institutions such as the local chapter of the Red Cross and the establishment of a public health nurse and complete overhaul of the city charter. These important institutions, the lengthened shadows of single individuals, all sprung into existence when the city's social and political life was organized in hierarchical circles organized around the Gardiner and Richards families at the apex. Slightly below them were a larger group of the mill management oligarchy whose links to the principal bankers, attorneys, and larger store owners forged a strongly bonded caste.

Although the Gardiner of 1878 which Henry Richards described was small enough so that everyone knew everyone with some intimacy in a milieu of healthy community pride, traditional bonds gradually gave way to the impersonal forces of the late twentieth century when high-rise capitalism redefined the economic landscape. Since the 1960s, industry has generally left the northeastern United States, and Gardiner found itself in the unfortunate sweep of events which have left all communities in the region largely in the control of outside interests. The process described by Richards in the 1930s has entered its final stage of development because nearly all the stores we patronize are owned by chains, for the most part outside the state. Much local policy is a distillation of Federal mandates. Gardiner is largely a bedroom community for state government workers in Augusta and employees of the Bath Iron Works. Many residents commute to Portland daily because the real estate market here is still within the reach of middle-income young couples. The creative innovations which this city will have to devise to mold these conditions to our advantage will be the greatest challenge to Gardiner's leaders at the beginning of the twenty-first century.

# GARDINER TODAY

## SECTION 3

The City of Gardiner possesses unique characteristics which distinguish it from other municipalities in Maine and make it a desirable place to live, work and visit. Recognition of the factors that define and contribute to the City's quality of life will help city residents, officials and business people in their efforts to maintain and enhance its character.

The Kennebec River forms the City's eastern boundary and visually dominates travel on Route 24 between downtown Gardiner and South Gardiner. The Kennebec shaped Gardiner's development in the past and today the City's most densely developed areas lie adjacent to the river. The downtown waterfront park offers residents and others access to one of Maine's outstanding rivers. The future economic vitality of the City could also lie with a renewed interest in the recreational potential of the river. While in the past the river and the adjoining Cobbossee stream were harnessed for their water power to fuel economic development; today the increasing quality of the river's waters open up a great potential to attract tourist and commercial enterprises to take full advantage of a wide range of fishing, boating, hiking and ice fishing opportunities.

Gardiner's downtown provides both residents and others with convenient access to some retail stores and services in an unique historic setting. Listed with the National Register of Historic places and designated as a Local Historic District, it underwent revitalization efforts in the mid-1980's. Although the development and identity of the downtown area has remained slow in the past few years; a renewed interest spearheaded by a downtown committee and the economic development committee has sparked new hope for the area.

Gardiner's historic resources are not only limited to the downtown. The City is noted for its large older homes, scattered throughout the urban area. A recent historic survey conducted for this Plan has also identified many other historic building in the rural and moderately developed section of the City. The Historic Preservation Commission is currently in the process of developing an application to include the greater Common neighborhood on the National Register of Historic Places and wishes to explore potential of all the historic buildings identified in the historic survey. The City's wealth of historic residential buildings is unique for the towns within the region and remains to some extent an unrecognized resource.

The City's residential neighborhoods exhibit an inherent strength and vibrancy. Both physical and social qualities, such as architectural style, tree-lined streets, and a strong sense of community among residents, express the character of the neighborhoods.

The Gardiner Common, a unique park in the State where central greens and commons are fairly unusual, provides the site for an annual celebration of the past and the present with crafts, food, games and music. The Common features an octagonal bandstand, a fountain and a playground.

Cobbossee Stream provides the western boundary for most of the City and then outlets into the Kennebec River. The stream is bordered by residential, recreational and commercial uses and contains two functioning dams. The Scenic Survey conducted for this Plan identified a number of unique scenic locations along the Stream in the urban section of the City. Along with scenic views the Stream offers fishing and some seasonal rapids over a rock stream bed in an area adjacent to lower Water Street.

The Gardiner Farm (Oaklands) provides a significant open space and farm land area adjacent to the northern urban area of the City. The property borders Route 24 and extends down towards South Gardiner where it provides many scenic views and wildlife habitat.

Gardiner is a regional center or provider of a number of services to its neighboring communities including; library, rescue, dispatching, sewer and water distribution, and recreational programs. These existing services provide a solid foundation for the City to expand its regional involvement and possibly find ways to continue to offer its citizens a wide range of services but at a lower cost.

Gardiner's proximity to Augusta, the regional center of the labor market provides significant economic development opportunities. The City is also a short distance to Portland and Lewiston by way of the turnpike or Route 95. This allows city residents to choose to live in Gardiner and travel to work in surrounding urban centers.

Extensive areas of the City still remain untouched by development so that many natural systems are largely intact. Forest and fields cover much of the City's southern areas providing habitat for wildlife and recreation. The recent trend in rural residential development has had an impact upon these areas, and it is one of the aims of this plan to address this concern. While farming was never an important activity within the City, a number of farms and farm sites still exist and provide a very pleasing rural landscape. The Scenic Survey conducted for this Plan identified a number of scenic locations off of the rural roads that provide some unique views.

The protection and enhancement of the factors that define the quality of life in Gardiner is essential to maintaining the City as an attractive place to live and work. Even moderate growth and development will change the character of the City, and every effort should be made to ensure that development fits into the unique character of the City. The City's ordinances and laws should provide standards and guidance to direct new growth in such a way that accents and improves the many unique features contained within Gardiner.

# **COMMUNITY GOALS**

## **SECTION 4**

The following list of Goals provide a starting point for the City to look at an entire range of issues that are facing the City. These Goals are the first step in a process that will lead the City to develop specific policies in order to address problems, issues and concerns that must be resolved within the next 10 years. The policies resulting from this process will then be further refined into implementation strategies that assign responsibility for certain actions to persons and/or groups within the City.

Goals are by their very nature broad and open statements which are selected to establish a tone and general direction for the City to follow. Each plan area or topic will contain some of the Goals listed in this section and will provide the guiding principle or foundation for further discussion.

The Goals selected for this plan were compiled by the Planning Board and many other groups working on the plan from the following sources: the list of State Growth Management Goals, the goals from the 1988 Comprehensive Plan and based upon a discussion of some new issues now facing the City.

### **COMPREHENSIVE PLANNING GOALS FOR THE CITY OF GARDINER**

1. Encourage orderly growth and development in appropriate areas of the City while protecting the City's rural character, making efficient use of public services and preventing sprawl development.
2. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. Promote a diverse economic climate while preserving its historical and natural resources.
4. Invest in infrastructure and public facilities that provide the needed capacity for business development.
5. Promote and communicate the City's assets through aggressive economic development efforts.

6. Protect existing businesses within the City through comprehensive retention and expansion programs and assistance.
7. Actively pursue new industrial and commercial businesses to locate within the City.
8. Support through a system of programs and information outreach new business startup efforts within the City.
9. Develop and utilize regional services and progressive technologies to enhance business development opportunities within the City.
10. Encourage and promote affordable, decent housing opportunities for all City residents.
11. Provide a variety of types and densities of housing available to households of different sizes and incomes.
12. Promote programs and opportunities that improve the City's housing stock and neighborhoods.
13. Protect the quality and manage the quantity of the City's water resources, including streams, aquifers, ponds and rivers.
14. Protect the City's natural resources including, wetlands, wildlife, fisheries, plant habitat, shorelands, scenic vistas, steep slopes and unique natural areas.
15. Promote and preserve the Kennebec River frontage for open space and recreational uses.
16. Safeguard agriculture and forest resources from development which threaten those resources.
17. Preserve the City's Historic and Archaeological Resources.
18. Promote and protect the City's marine resources including, boating, fishing and harbor fronts.
19. Promote and protect the availability of outdoor recreation opportunities for City residents, including access to surface waters.
20. Promote a variety of recreational and cultural activities and opportunities throughout the City.
21. Promote and protect the district characters of Gardiner's Downtown, Residential

Neighborhoods, and Rural areas.

22. Match the density and type of development with the natural carrying capacity of the land to support development without environmental damage.
23. Manage growth so that it enhances the vitality of Gardiner without exceeding the City's ability to provide municipal services and educational facilities and without degrading the environment.
24. Plan for growth, administer land use ordinances and carry out development decisions in an orderly, appropriate and consistent fashion.
25. Provide the public resources necessary to implement the goals, policies and recommendations of this comprehensive plan.
26. Encourage new development requiring public water and sewer to locations adjacent to existing service areas.
27. Maintain the City in sound fiscal condition by means of long range planning and a capital improvements program.
28. Promote an investment and planning program that improves and maintains the City's infrastructure.
29. Promote regional solutions for common concerns, problems and issues among neighboring communities.
30. Encourage and explore various regional and/or interlocal municipal service delivery programs that will be cost effective and maintain or improve the City's current level of services.
31. Promote municipal and community programs which minimize the generation of solid waste and recycling programs.
32. Promote increased educational opportunities for all City residents.
33. Promote activities that improve and beautify the City's public buildings, parks, street landscape, trails, and bike paths.
34. Maintain and enhance public health, safety and welfare through the provision of adequate and efficient fire, police and rescue services.

## DEMOGRAPHIC TRENDS

### SECTION 5

#### SUMMARY

This section will consist of various demographic data and trends that affect the City and towns within our region. Areas that will be covered are population, age, household size, housing types, income, poverty levels, economic data, and social characteristics. Other sections of the plan that should also be referenced are the Land Use Plan, the Economic Development Section, and the Housing Section.

The data and analysis contained in this section have a direct correlation to many other plan sections and in particular the following: Land Use Plan, Regional Plan, Municipal Services, Housing and Transportation.

The demographic information for this section, unless otherwise noted, is taken from the 1990 Census.

#### ANALYSIS

The City's population in 1990 was 6746 which rose 4% from the 1980 census of 6485. This reversed a 3% decline in population from the 1970 census of 6685. The 1960 census listed Gardiner's population as 6897, which is 4% higher than the 1970 census. The City's population appears to be stable and subject to a 3% to 4% variation every 10 years. The variance between the 1960 and 1990 census is a 2% population decrease.

##### Population Levels

Gardiner 1960 to 1990

( Source U.S. Census, 1960, 1970, 1980, 1990

Year	Total Residential Population
1960	6897
1970	6685
1980	6485
1990	6746



**Land Area and Population Density**  
( Source 1990 Census )

Location	Persons	Sq Km	Sq Miles	Persons per Sq Km	Persons per Sq M
State	1,227,928	79,939.2	30,864.6	15.4	39.8
County	115,904	2,246.8	867.5	51.6	133.6
Gardiner	6,746	40.6	15.7	166.2	429.7

**Age Characteristics**  
( Source 1990 Census )

	State	Kennebec County	Gardiner
Population	1,227,928	115,904	6746
Median Age	33.9	34.2	33.5
# School Age	309,002	29,252	1790
% School Age	25%	25%	27%
# Working Age	755,553	71,108	3,957
% Working Age	62%	61%	59%
# 65 and Over	163,373	15,544	999
% 65 and Over	13%	13%	15%
Persons per Household	2.56	2.55	2.58
Persons per Family	3.03	3.03	3.11

The City's population levels did not reflect the population changes within Kennebec County or the State between 1970 to 1980 and 1980 to 1990. The County showed a 15% increase and the State a 13% increase in population between 1970 and 1980, compared to the City's

3% decline in the same period. The County showed a 5% increase and the State a 9% increase in population between 1980 and 1990, compared to the City's 4% increase in the same period.

Population growth in neighboring communities as shown on the charts in the preceding pages are rising in a higher percentage than Gardiner. The City still has the 2nd highest population in Southern Kennebec County and has a high population density. Some factors that could have influenced the rise in population in surrounding communities are:

1. More available land for new residential development.
2. Existing rural character.
3. Greater land area than Gardiner.
4. Lower tax rates.
5. Lower cost of government and services.
6. Lower cost of rural land.
7. Lower real estate assessments.

Gardiner's population levels may change and/or increase due to the following factors:

1. The City contains a higher number of multi-family structures than surrounding towns. The rental market is currently experiencing a decline in part to the slow economy and the high number of vacant and foreclosed buildings. A growing economy and job growth would result in a lower rental vacancy rate and in turn increase the population.
2. The City's population contains a slightly higher percentage of persons over the age of 65 than Kennebec County or the State. The City contains a number of nursing care and elderly housing structures.
3. The growth in population in surrounding communities may be reversed due to the impact population changes have on the character of these towns. As the cost and the demand for services rise and the population density increases in surrounding communities, a population slow down may occur.
4. The attraction of moving into rural areas usually runs in cycles. The back to the land movement in the late sixties shifted towards urban areas in the late seventies and early eighties.

The population growth in neighboring towns has impacted a number of City Services such as Fire and Ambulance, Dispatch, Library Services, Water District and the Sewer Treatment Facility. The City's role as a service provider to surrounding communities will have to be evaluated so that increased cost are not borne by City residents. Please refer to the Regional Section of the Plan for an additional discussion of this area.

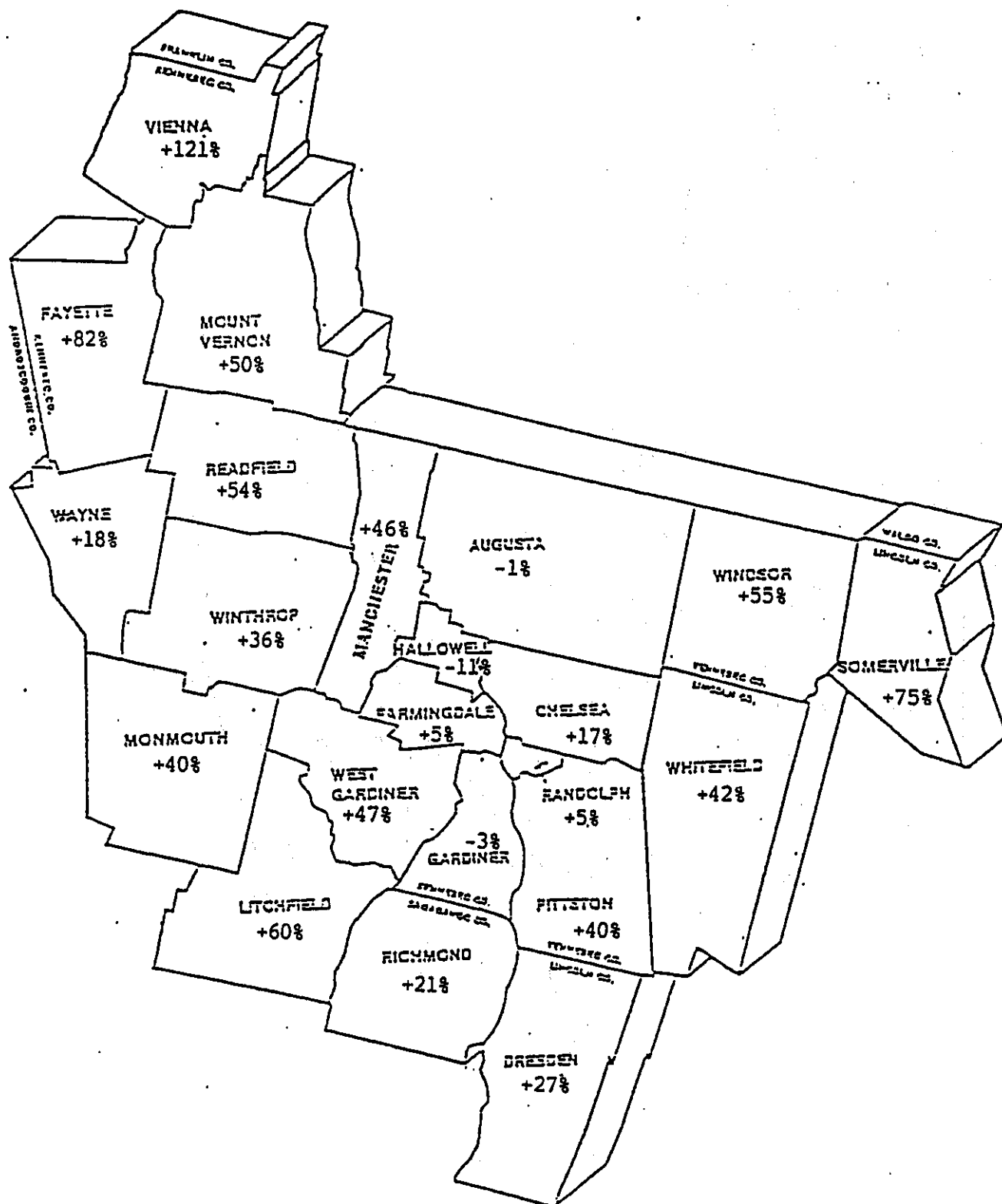
The population growth in other Towns will also affect the School District as more children from the other towns fill the district. In the past Gardiner contributed the largest share of the school budget and the most number of school age children however as new housing construction continues in neighboring town this trend will change.

Despite the City's stable population the city has at least 20 new housing starts per year. This trend is seen in many other towns with a stable population and the cause is the lower household/family size. A smaller household size means that more separate housing units will be required. This is a reversal of the past larger household size where more persons occupied a single housing unit. The City's construction rate will probably remain at their current levels in response to the smaller household size and a slight rise in the population.

The City needs to be aware of the demands and needs of its elderly population which is slightly higher than the State and the County. The recreational, social and economic needs of this element of the population needs to be taken into consideration in future City planning. At the present time the City has not dedicated a great deal of City resources towards this population group, and this should be seriously examined especially in light of the aging baby boom population.

The City's high population density per square mile reflects Gardiner's urban character with older established residential neighborhoods in the northern sections of the City. This compact development pattern over the years has been lost to a rise in residential development in the rural areas of the City and this will have a profound affect upon the cost of City services. This issue is further discussed in the Land Use Plan.

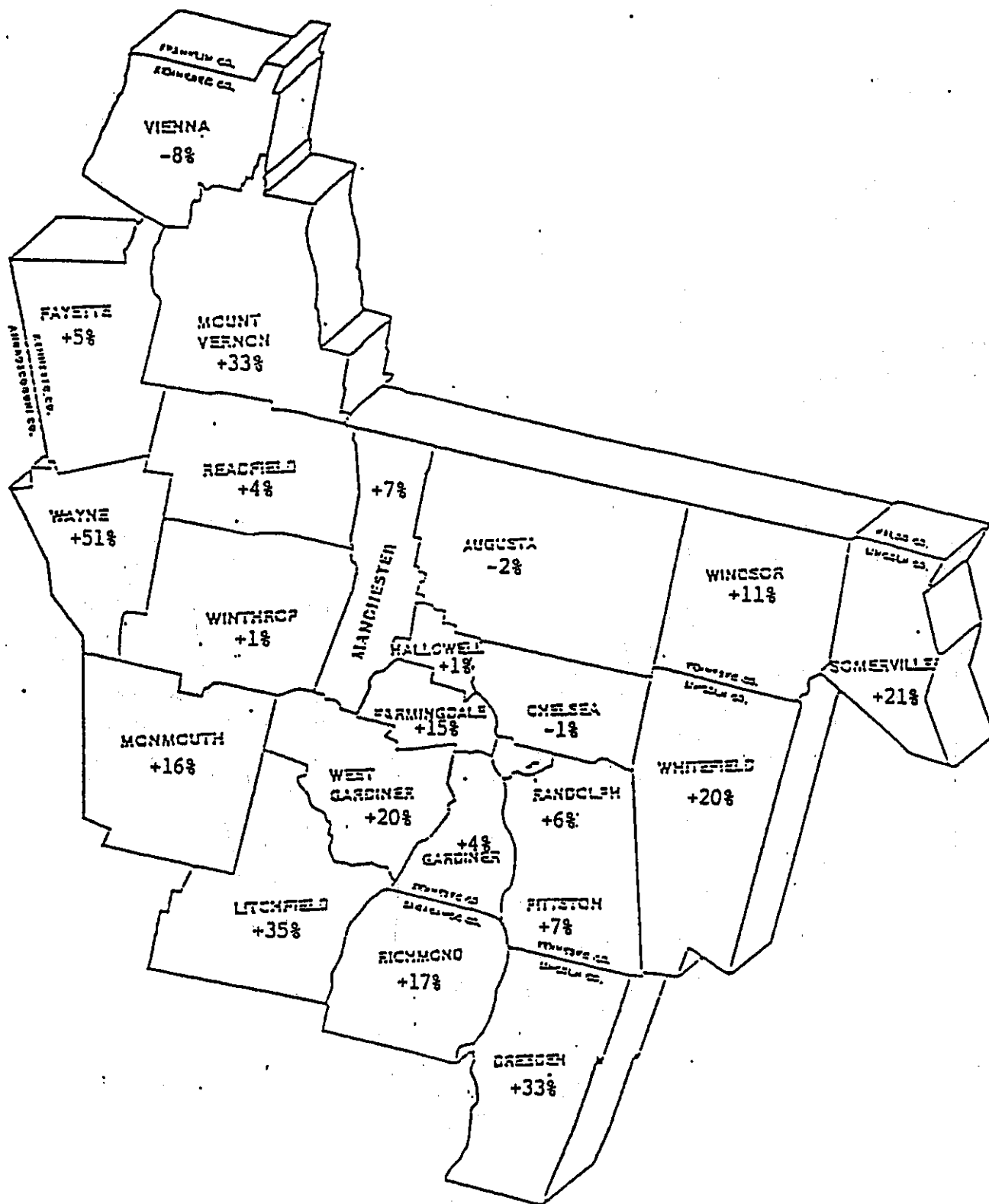
POPULATION CHANGE IN THE SOUTHERN KENNEBEC REGION  
1970 - 1980



SOURCE: U.S. Census, 1970, 1980, 1990

# POPULATION CHANGE IN THE SOUTHERN KENNEBEC REGION

1980 - 1990



SOURCE: U.S. Census, 1970, 1980, 1990

## Population and Age Characteristics

	State of Maine	Kennebec County	Gardiner
All Persons	1,227,928	115,904	6,746
Under 5 years	85,722	7,802	508
16 years & over	952,915	89,824	5,142
18 years & over	918,926	86,652	4,956
18 to 20 years	56,232	5,582	297
21 to 24 years	67,540	6,245	307
25 to 44 years	398,580	36,923	2,180
45 to 54 years	124,751	12,057	621
55 to 59 years	54,216	5,200	284
60 to 64 years	54,234	5,101	268
65 years & over	163,373	15,544	999
75 years and over	71,773	6,816	523
85 years and over	18,226	1,764	183
Median Age	33.9	34.2	33.5

The City's largest population grouping is for persons between the age of 25 to 44 years old with a total of 2,180 persons. Ten years from now this group will be 35 to 54 years old and in twenty years this group will be approaching retirement age.

A total of 1790 persons are below the age of 18 and this accounts for 26% of the total population. A total of 999 persons are 65 years or older and this accounts for 15% of the population.

A total of 1282 persons are between the ages of 5 and 18 and can be considered school age. School age children account for 19% of the total population.

**Population: Sex and Race Characteristics**

	State of Maine	Kennebec County	Gardiner
All persons	1,227,928	115,904	6,746
Male	597,850	55,888	3,156
Female	630,078	60,016	3,590
White	1,208,360	114,624	6,669
Black	5,138	266	23
Hispanic	6,829	516	33
American indian, eskimo or aleut	5,998	379	21
Asian	6,683	501	21
Other race	1,749	134	12

**Population: Persons per Family and Household**

	State of Maine	Kennebec County	Gardiner
Persons per house- hold	2.56 persons	2.55 persons	2.58 persons
Persons per family	3.03 persons	3.03 persons	3.11 persons

**Population: Household Type**

	State of Maine	Kennebec County	Gardiner
Persons in House- holds	1,190,759	111,759	6,494
All households	465,312	43,889	2,513
Married/ family	270,565	25,185	1,366
Female head of household	44,360	4,364	290
Other Household	150,387	14,340	857

**Population: Structural Characteristics**

	State of Maine	Kennebec County	Gardiner
Total Units	587,045	51,648	2,705
1 unit detached	378,413	31,464	1,385
1 unit attached	11,753	539	18
2 - 4 units	74,077	7,625	643
5 - 9 units	28,553	2,445	107
10 or more units	26,230	6,522	254
Mobile homes	68,019	6,522	254
Mean # of rooms	5.4	5.4	5.5
Seasonal units	88,039	5,250	45

**Population: Occupancy and Financial Characteristics for Owner Occupied Housing**

	State of Maine	Kennebec County	Gardiner
Total Units	327,888	31,098	1,582
Persons per unit	2.71	2.74	2.87
Mean # of rooms	6.1	6.1	6.5
Less than \$50,000	37,489	2,770	172
\$50,000- \$99,000	95,187	11,611	717
\$100,000-\$149,000	49,286	3,455	141
\$150,000-\$199,000	18,040	1,049	39
\$200,000-\$299,000	9,995	481	5
\$300,000 or more	4,666	101	2



**Population: Occupancy Characteristics for Rental Occupied Units**

	State of Maine	Kennebec County	Gardiner
Total Units	137,424	12,791	931
Persons per unit	2.20	2.08	2.10
Mean # of rooms	4.2	4.1	4

**Educational Attainment for Persons 25 Years and Older**

Total number of persons over 25 years	4352 persons
Educational Attainment	
Less than 5th grade	69 persons
5th to 8th grade	347 persons
9th to 12th grade	444 persons
High school graduate	1818 persons
Some college	739 persons
Associates degree	310 persons
Bachelors degree	413 persons
Graduate degree	212 persons

**Educational Attainment for Persons under 25 Years Old**

	State of Maine	Kennebec County	Gardiner
Persons enrolled in elementary and high school	207,039	19,880	1,179
Persons enrolled in college or post secondary school	73,784	7,498	347
Persons not enrolled in school	5,965	675	40

### Income Levels: Household and Family Income levels

	State of Maine	Kennebec County	Gardiner
Per capita income	\$12,957	\$12,885	\$11,411
Median Household Income	\$27,854	\$28,616	\$ 27,330
Median Family Income	\$32,422	\$33,375	\$31,841
Median Non-family Income	\$15,514	\$15,618	\$13,794
Families below poverty level	26,313	2,268	153
% of all families below poverty	8%	7.3%	8.9%

### Income Levels: Persons Below Poverty Level

	State of Maine	Kennebec County	Gardiner
Persons below poverty level	128,466	11,464	691
Persons under 18 below poverty	39,934	3,417	193
Persons between 5 - 17 below poverty	26,703	2,307	120
Persons over 65 below poverty	21,479	2,080	130

The City has a per capita income level and a median household and family income level below the State and County levels. The percentage of families with incomes below the poverty level is also higher in Gardiner than the State and County levels. The number of persons below 125% of the poverty level is 957 and the number below 200% of the poverty level is 205.

The City has a significant number of rental units and a slightly higher elderly population which could account for some of the lower income levels.

# Income Level: Income Range for Households and Families

Income Range	Households (2503 total)	Families (1719 total)
Less than \$5000	149	78
\$5000-\$9999	269	85
\$10,000-\$14,999	294	142
\$15,000- \$24,999	423	296
\$25,000-\$34,999	481	386
\$35,000-\$49,999	488	374
\$50,000-\$74,999	325	289
\$75,000-\$99,999	54	51
\$100,000 or more	20	18
Median Income	\$27,330	\$31,841

## Employment Characteristics: General Information

# of persons 16 years and older	5143 persons
# of persons in the labor force	3425 persons
% of persons in the labor force	67%
% of persons unemployed	7%
# of persons working in Gardiner	976 persons
# of persons working outside Gardiner	2190 persons
# of persons working at home	109 persons
# of persons, travel to work by car	2906 persons
% of persons using car	91.7%
Mean travel time to work place	20.6 minutes
# of persons not using car to travel to workplace	154 persons
% of persons using car pools	16.9%
% of persons using public transport	.8%

### Employment Characteristics: Wage and Salary Category

Type of Wage or Salary	Number of Persons
Private wage and salary	2124 persons
Local government	188 persons
State government	454 persons
Federal Government	125 persons
Self-employed	293 persons

### Employment Characteristics: Percentage of Persons in Various Occupations

Occupation Type	Percentage of Persons
Managerial/Professional	23.1%
Technical/Sales/Administration	30.1%
Service	18.3%
Farming/Forestry/Fishing	1.5%
Production/Repair	12.5%
Labors	14.5%

The majority of City residents work outside of the City and travel a mean time of 20.6 minutes to work. Most use their cars to get to the workplace and only a small percentage use public transportation or car pools. A little over 50% of the workforce is employed in managerial or technical occupations. Most are employed in private industry which accounts for 67% of the work force.

A total of 524 persons or 12.5% are employed in some sort of manufacturing occupation. This accounts for a very small percentage of the workforce and some of this can be attributed to the proximity of the State capital and the availability of a wide range of white collar employment. Future economic growth within the region should be targeted towards attracting high wage manufacturing jobs in order to provide a better balance within the workforce. Future downsizing within state government and future cuts in the region's middle management workforce will have a profound effect upon the City.

# Employment Characteristics: Employment by Industry Type

Industry Type	Number of Persons
Agriculture/Forestry/Fishing	18 persons
Mining	7 persons
Construction	194 persons
Manufacturing Totals	524 persons
Non-durable goods Manufacturing	277 persons
Durable goods Manufacturing	247 persons
Transportation	57 persons
Public Utilities	94 persons
Wholesale Trade	124 persons
Retail Trade	621 persons
Banking	67 persons
Insurance & Real Estate	67 persons
Private Household	150 persons
Personal Services	19 persons
Entertainment	69 persons
Hospitals	265 persons
Health Services	103 persons
Education	173 persons
Public Administration	311 persons

**Employment Characteristics: Largest Employers within the City**  
 ( Information provided by Economic Development Director and City Manager)

Name of Business	Business Type	Number of Employees
MSAD # 11	Government/Education	435 persons
State of Maine	Government	266 persons
Associated Grocers	Grocery Co-op	200 Persons
Hannaford Bros. Co.	Groceries	135 persons
Williams Construction	Construction	125 persons
Carleton Woolen Mills	Textile Manufacturer	100 persons
Yorktowne Paper Mill	Paperboard Manufacturer	65 persons
City of Gardiner	Government	60 persons
Gardiner Savings Bank	Bank	55 persons
Reny's	Department Store	21 persons
Mercer Paper Tube Corp.	Paper Tube Manufacturer	17 persons

**Summary of Some of the Key Demographic Trends Within the City**

Population levels within the City over the past 30 years have remained relatively stable and this trend will continue. A stable or very slow population growth will impact the City's ability to raise additional revenues for the rising cost of City services. Without additional new residents to pay for the higher cost of services the City is faced with a challenge to reduce the cost of services through regional programs or by a strategy to increase the City's industrial and/or commercial tax base. It would be wise for the City to seriously look at both of these options in order to resolve this issue.

Along with the rest of the State and the Nation the City's population is steadily getting older which is due to the aging baby boom population. In the next 10 years this segment of the population will be approaching retirement age and in 20 years most of this group will be in retirement. The City needs to examine the types of services this older population will require and begin to make the necessary changes.

The vast majority of the City's workforce is employed in non-manufacturing jobs and only 12.5% is employed in manufacturing industries. Current trends in both

government and private industry to downsize and trim middle management will threaten the majority of the City's workforce. The impact of a large layoff in government, the paper industry or defense industries like BIW will create a significant employment crisis. The City should take steps to develop an economic strategy to address this situation and encourage a more diverse employment mixture.

## **POLICIES**

1. The City should review demographic data every year in order to be aware of significant social and economic trends.
2. All current and future regional service delivery programs should accurately reflect the real demands for those services by neighboring communities.
3. The City should be aware of how population changes and land use patterns effect the following: Zoning, City Services, Infrastructure, Transportation, Environmental, and Recreational.
4. The City should determine if services and programs meet the demands of its citizens especially with respect to age and income levels.

## **IMPLEMENTATION STRATEGY**

1. The City Manager and the Economic Development Director shall each year compile and assess population and economic data and determine how this could impact future City planning.
2. The City Manager and Department Heads shall yearly update the design of all regional programs to accurately reflect population impacts from surrounding communities.
3. The City Council shall organize a study of the impact of the rising cost of City services in light of the City's stable population base and develop regional or other solutions to lower the cost of these services.

# **LAND USE PLAN**

## **SECTION 6**

### **SUMMARY**

The Land Use section of the plan presents the City's recommendations for the future land use of the City. The plan is a visual representation of many of the policies and goals of the Comprehensive Plan. It is a summary of many sections and areas of the plan brought together into one cohesive map of the City's land use. The Land Use Plan frequently generates the most interest during the Comprehensive Planning process because it has the most direct impact upon most people and because it deals with how land use will be directed and also regulated.

The Land Use section also deals with existing growth and development patterns and seeks to determine if they conform to the goals of the Comprehensive Plan. Whenever existing land use patterns are at odds with the goals of this plan, a recommendation will be made to adjust or modify some portion of the City's land use ordinances and map. The last Plan was completed in 1988 after a period of 2 years, and since that time a great deal has happened in the City to the economy and in the State. The changes recommended in this section reflect the current needs, situation and desires of Gardiner citizens.

The Land Use Plan must also be read in context of the complete Comprehensive Plan, as it will not address all the opinions and ideas of its many contributors. The plan section titled Plan Integration will help provide some insight as to how the many diverse opinions and points of view were put together into one plan.

The Land Use section is a first step for the City to address revising its Ordinances and Zoning Map. The City will have to begin the work of revising its laws after the complete Comprehensive Plan is approved. The changes recommended in this section are shown on the Proposed Land Use Map which will provide the basis for revising the Zoning Map. A copy of the City's current zoning district map is also included in this plan.

### **GOALS**

1. Encourage orderly growth and development in appropriate areas of the City while protecting the City's rural character, making efficient use of public services and preventing sprawl development.



2. Protect the City's critical natural resources, including ground water supply, wetlands, wildlife, fisheries, and significant plant habitat, shorelands, scenic vistas, steep slopes, and unique natural areas.
3. Promote and protect the distinct characters of Gardiner's Downtown, Residential Neighborhoods, Historic Buildings, and Rural Areas.
4. Match the density and type of development with the natural carrying capacity of the land to support development without environmental damage.
5. Encourage new development requiring public water and sewer to locations in and adjacent to existing service areas.

## **DATA**

The 1988 Comprehensive Plan should be referenced for additional information.

## **ANALYSIS**

The analysis section of the Land Use Plan will include a discussion of some of the key land use issues facing the City and recommendations for change. The Proposed Land Use Map is contained in the plan and should be referenced as section is reviewed.

### **1. Zoning Districts**

The City has the following Zoning Districts in place: High Density Residential, Moderate Density Residential, Rural Residential, Rural Conservation, Planned Development, Planned Industrial Commercial, Central Business, Resource Protection and Shoreland.

The following recommendations are being made for each of the current and proposed Zoning Districts:

#### **High Density Residential**

This district will be retained in order to identify existing residential areas in the northern section of the City and in the South Gardiner Village area. The district will retain its current dimensional requirements except that garages and accessory buildings will be allowed within 5 feet of a side and rear property line. The district will be used to identify existing built up

residential areas only. Areas that are proposed for new residential growth will be placed in a residential growth zone, and some residential areas will be placed in the rural district. Liberal policies now in place to promote in-fill development will be retained. The district character as a dense residential area will limit the type of uses to primarily residential, however, existing uses usually found in a dense residential area will be allowed such as schools, etc. A provision will also be made for the location of commercial uses along Brunswick Avenue and River Avenue with the use of a Residential Performance Standard for Commercial uses located in Residential Areas along sections of Route 201 and Route 24.

### **Moderate Density Residential**

This district will be replaced with a residential growth zone that is designed to attract new residential development within the City. A number of areas will be considered for this district and will include a mixture of both urban and rural areas and areas with and without city services. Some areas now within the Moderate Residential Zone will be placed in the High Density Zone, Rural Zone, Planned Development Zone or the new Residential Growth Zone. The areas presently within the Moderate Residential Zone were designated for future development and as a companion to the High Density Residential Zone. Very little residential development occurred in these areas, and it appears that most of the areas that have a strong residential character should be placed into the High Density Residential Zone.

### **Residential Growth District**

This new zoning district will identify those areas within the City where new residential growth will be encouraged to locate. The major residential growth areas over the past 10 years have been within the rural section of the City. This trend has occurred for a number of reasons including: the availability of land, ability to split family landholding, ability to place mobile homes in this area, and the desire for rural living.

The continued trend towards residential development within the rural sections of the City will cause some negative impacts for the City including: loss of rural road frontage, loss of rural character, higher school busing cost, and other impacts associated with sprawl development. The City needs to develop a strategy to reduce this trend or at least to mitigate the negative impacts of this type of development. The public opinion survey was strongly in favor of allowing residential development to occur in rural areas of the City, however, the survey did express support for some ideas to control rural development such as requiring PUD developments and requiring development to set aside land for recreation.

Areas to be included in this district will be the following:

- The land along both sides of upper Highland Avenue from West Hill Road to the West Gardiner Line. This area is comprised of mostly undeveloped land with some residential uses located adjacent to the road. A pre-approved 40 lot subdivision is located in the area, and sewer can be extended up from Orchard Street. The land just over in West Gardiner has experienced a great deal of residential development which points to the potential of this area for residential growth.
- The land encompassing the area across Brunswick Avenue along West Street and the Old Brunswick Road. These areas have available land and are already developed as residential areas. Sewer and water can be made available to these locations. The area contains the Partridge Drive subdivision.
- Portions of land along Brunswick Avenue between the Turnpike and the intersection of the Marston Road including land around Rolfe Circle and land encompassing two existing mobile home parks adjacent to the A.G. Development Park.

The following are suggested dimensional requirements for this district which are designed to attract new residential development:

- lots with city sewer: 10,000 square feet and 100 feet road frontage (this matches the existing High Density Residential requirements)
- lots without sewer and city water: 40,000 square feet and 150 feet road frontage.
- lots without sewer but with city water: 25,000 square feet and 125 feet road frontage.

### **Rural Residential District**

The name of this district would change to the **Rural District** to more clearly define its intent and purpose. The district would have the same minimum dimensional requirements as the current district, however, all new development will be required to meet certain basic dimensional recommendations in order to obtain a building permit. A building permit for the Rural District may be obtained only after a minimum of 5 points are awarded based upon exceeding certain dimensional standards. The purpose of this system is to allow development while at the same time providing some flexibility to applicants and making sure that additional development will not alter or change the rural quality of the area. These

ideas are a result of the rapid amount of residential growth that has occurred within the rural sections of the City since the last Comprehensive Plan.

The slight change in the name of this district reflects the new focus of this district towards rural uses that include agriculture, timber operations, resource extraction activities, open space, undeveloped land, low density residential, and some typical rural based commercial activities. All new subdivisions as defined per state law would have to be designed as Planned Unit Developments (PUD). This would still allow landowners to split off portions of their land for family members, but it would require them to design any large residential land developments in a manner that preserves the rural quality of the area. The PUD design can be used for both detached and attached residential developments and will not detract from the value of the land.

Some commercial activities will be allowed such as: home occupations with a CEO permit, small retail activities that are located on major roads, resource based operations, and other commercial activities that would be limited based upon their size and impact.

Some commercial operations such as warehouses, small manufacturing and repair shops, could be permitted if they conform to performance standards that control their size, traffic impact, location with respect to neighboring properties, environmental impact, and other items like noise, lighting and odors.

Restrictions on commercial activities are necessary in order to maintain the rural quality of the area and to preserve the agriculture character of the land. By allowing some limited use of rural land for commercial use, the City is recognizing a traditional mixed rural land use that is evident throughout the State. The key to this type of provision is to ensure that the existing land uses will not be harmed and that the existing road system can handle the proposed activity. Any proposed activity that would require modifications or improvements to the road system, create traffic hazards, or create nuisances inconsistent with a rural district should not be allowed. The Planning Board should be given the responsibility of reviewing all commercial proposals for the rural district in order to ensure that the district is protected.

All new development will be subject to the requirements of the following Dimensional Standards Point Chart in order to obtain a permit. A building permit for a structure to be located within the rural district must obtain a total of 5 points by exceeding certain minimum dimensional standards. The dimensional standards include such items as lot size, road frontage, and front, side and rear setbacks. The purpose of this system is to guide any future development within the rural district in a manner that provides diversity and flexibility and at the same time seeks to address some of the negative features of development. The goal of this system is to direct new development to have larger lots, increased road frontage on existing public roads and greater setbacks from the road and property lines. The result of this proposal should be a more balanced and less harmful pattern of rural development.

## Rural District Dimensional Standards Point Chart

Dimensional Areas	Minimum Standards	Desired Standards	Maximum Point Value	Points Awarded
Lot Size	1.5 acres	3.5 acres	2 points	
Road Frontage				
Public road	200 feet	300 feet	1 point	
Private road	150 feet	150 feet	1 point	
Setbacks				
Front	75 feet	125 feet	2 points	
Side	25 feet	50 feet	1 point	
Rear	25 feet	50 feet	1 point	
Total Points Awarded				

### Explanation

1. Partial points shall be awarded for proposals falling in between the minimum and the desired standard. ( For example a 2.5 acre lot would be awarded a point value of 1 point because it comes between the minimum of 1.5 acres and 3.5 acres.)
2. A total of 5 points must be obtained for all projects in order to obtain a building permit. This requirement will apply to all principle structures.
3. All side and rear setbacks are measured from the property lines.
4. Front setbacks are measured from the road right of way.
5. Points are not awarded for meeting the minimum standards.

## **Rural Conservation District**

The current Rural Conservation District was designed to protect rear land areas in the rural sections of the City from development and any subdivision activity in this area was required to be designed as a PUD. This district is being eliminated, and the land in this district will be placed within the Rural District or in a Resource Protection District. All the environmentally sensitive areas or undevelopable land will be placed in the Resource Protection District in order to protect the land from any development. This land area consists of some wetlands, but most of the area contains very steep slopes consisting of erodible soils that run along streams that flow into the Kennebec River or Rolling Dam Brook. A good many of these locations are not even suited for timber cutting, and they have not been developed due to their location.

The new Rural district will encompass most of the land area not placed in a Resource Protection district and will provide the same level of protection as the Rural Conservation District. No development has occurred in this district since the adoption of the 1988 Comprehensive Plan.

## **Resource Protection District**

This is the most restrictive land use district, and it includes lands not suited for development due to a number of environmental factors that would damage the land sometimes beyond repair. The areas consist of wetlands, areas required to be placed in this district by the Shoreland Zoning Regulations, areas within the floodplain of the river or stream, steep slopes, erodible soils usually found on steep slopes, and other sensitive land areas. Most of the land placed in this type of district is very easily identified as not suited for development; however, in some cases especially adjacent to wetlands it is not always easy to tell if it is a sensitive area. The City conducted a wetland survey to identify all the wetlands within the City in order to protect these areas and to assist landowners and potential developers in identifying these areas. All the land located on the wetland survey will be placed in the Resource Protection District which will include all those wetlands already identified, wetlands required to be protected as per State requirements and wetlands adjacent to streams regardless of their size. Areas presently included within the Resource Protection District will continue to be placed in that District.

Most land uses are not allowed in this district however some limited types of activities are permitted such as: recreational activities, recreational type structures, water dependent type activities and existing farming operations. All land uses within this district will require Planning Board approval and will also require additional State and/or Federal permits.

This district contains the most restrictions on land use which will require the most research and documentation to show that they warrant this level of protection and regulation.

### **Shoreland District**

The land area currently within the Shoreland District will be maintained in conformance with the requirements of the State's Shoreland Zoning Regulations. The City shall revise the Shoreland Zoning Districts as necessary to comply with changes or revisions to the State Regulations. Most of the land activities within the Shoreland District require Planning Board review as per the requirements of the Model Shoreland Zoning Ordinance. The City experiences only a limited amount of development within the Shoreland District.

### **Planned Industrial Commercial District**

This Zoning District will be maintained in its present format and location. The only change in this district will be some modifications to the boundary lines adjacent to the Libby Hill Road and the Weeks Road. The boundary lines will be adjusted in response to the residential development that has occurred in this area over the past 10 years. The purpose of the Industrial District is to provide locations for industrial and commercial activities that would benefit from direct access to the highway. Performance standards would encourage compact areas for industrial and commercial development, thus discouraging sprawl development in other sections of the City.

### **Central Business District**

The Central Business District includes commercial areas of the City that were created in the early development of the City. These areas mostly follow the Kennebec River and Cobbossee Stream and include the Downtown Water Street district. The area is comprised of a wide mixture of uses and buildings that range from retail stores, supermarkets, old buildings, apartment buildings, offices and manufacturing. The Central Business District will continue to allow a wide variety of uses in a densely developed area. The District would encompass all those areas currently within the District and be expanded to include the eastern side of Water Street from the intersection of Brunswick Avenue to Central Street. The district currently runs along the western side of the Street.

The use chart will be revised to allow more types of uses to locate within this district with a CEO permit. This change reflects the overall character of the district to allow a wide mix of activities into the area. The performance standards for this district will encourage a dense compact development pattern that positions structures close to the road in order to create an appealing commercial streetscape that mirrors the existing development. The standards will include such items as prohibitions against parking areas abutting the road and the height

and setbacks of the structures. Zero lot lines will be permitted and maximum road setbacks will be established in order to maintain the district's current character. The current historic regulation for the Downtown will be maintained and supported by the City in order to preserve and enhance the character of the area.

## **Planned Development District**

The Planned Development District will be the City's commercial growth zone. The district will include land within the City that is best suited for commercial development and areas that can be designed with some mixed type uses such as commercial, residential and service type activities. The land placed within this district will include a wide variety of choices such as: land with full City services, land with only City water, land adjacent to Interstate 95, land along Routes 201, 24, and 126, existing commercial locations and land adjacent to commercial development.

The purpose of this district is to provide a number of locations for new commercial development and to provide an environment where a variety of mixed uses can co-exist without creating a great deal of negative impacts for each other. The district will be guided by a set of performance standards to direct new development in a fashion that conforms to these general principles:

- The land use is screened from neighboring incompatible uses.
- The streetscape is designed to provide safe traffic access and to create a pleasing landscape.
- The rear land behind any road frontage development is planned for future access and development.
- Sufficient setbacks are maintained between the road and the development.
- Parking areas are designed with landscape features to provide a scenic road landscape.
- Sign standards will establish an uniform pattern of placement and lighting in order to create a cohesive look for the commercial district.
- Development must provide future access for rear access roads and frontage access roads.
- Incentives will be provided for developments that are located off new access roads



or are placed a certain minimum distance from the road. Incentives could include such things as: liberal sign designs, reduced screening requirements, reduced parking design standards, and quicker permit review procedures.

- Traffic access to all development will be designed in order to maintain the current road service level and provide for the safe and efficient movement of traffic.
- Standards will be designed to control noise, light and glare, and air pollution.

The following locations will be included within the Planned Development District:

- The land area on the north side of Cobbossee Avenue from the New Mills Bridge to the West Gardiner Line.
- The former AG building location in South Gardiner.
- The land area surrounding the existing commercial development around Armory Street.
- The land area around the intersection of the Marston Road and Brunswick Avenue.
- Portions of land alongside of Brunswick Avenue from Dave's Diner to the I - 95 Bridge.
- Sections along Brunswick Avenue that already contain commercial uses.

Over the past 20 years the land abutting Brunswick Avenue has been designated off and on for both residential and commercial development. The result has been a mix of residential and commercial uses; however, over time some definite patterns have emerged and certain residential and commercial pockets or centers can be delineated. Two residential pockets currently zoned as Planned Development will be placed in the new Residential Growth District

The Planning Board shall be responsible for the review and permitting of all development within the Planned Development District including residential development. The purpose of this district is to provide commercial and mixed use development and all development shall be reviewed in order to make sure that it fits within the area according to the performance standards. The review of residential development will be included so that it is designed in a manner that would not preclude future commercial development or create barriers for future non-residential development.

The district will be designed to promote commercial development and those other types of uses that can exist together without a great deal of negative impact. Unlike other land use districts a priority will not be placed upon protecting residential properties within this district. Therefore a great deal of planning must go into the districts placement in order to be sensitive to any existing residential development.

## **Other Issues**

### **1. Residential Performance Standards for Commercial Uses within Residential Areas Along Some of the City's Major Roads.**

The creation of these standards will allow some types of commercial activities to locate along some major roads such as: Brunswick Avenue from Bridge Street to the New School and Water Street from the Central Business District to Cottage Street. The standards would serve somewhat as a zoning overlay district in as much as it would be restricted to certain areas; would have its own performance standards; would be limited to only certain uses; and it would override the zoning restriction of the original district. The purpose is to provide a number of commercial locations within the City that could benefit from good road locations and large residential buildings. A very limited number of opportunities are currently available within the City for this purpose, and the City has had some businesses leave because of their inability to find suitable new locations.

The performance standards will include the following:

- Only certain sections of existing residential neighborhoods will be available, and they must be located on a major road. Side streets would not qualify.
- The exterior residential appearance, design and construction shall be maintained and any renovation or addition must conform to the original design of the structure.
- Retail sales would be prohibited due to the larger volume of traffic they create. Some limited exceptions would be made for items that are made or fabricated on site, are sold in conjunction with the central use, or some uses such as antique stores.
- All parking shall be provided off street. Sites with insufficient parking would not be allowed to develop.

- Sign requirements would limit the type and location of signs in a manner that would not detract from the residential character.
- Parking areas shall be screened from neighboring properties and located at the side and rear of the property.
- Any new construction including the replacement of existing structures will have to be designed to conform to the existing residential appearance of the neighborhood.

## 2. Critical Natural Resources

The City has identified all of the critical resource areas including; wetlands, streams, sand and gravel aquifers, watersheds, habitat areas, steep slopes, prime farmland, and sensitive soil areas. These areas shall be included whenever necessary into the Resource Protection District. Areas that are very sensitive to development and unsuited for construction or resource extraction should be placed into a Protection District. Other areas that are less sensitive but still provide an environmental benefit to the City should be placed in the Rural District. The City should create a Conservation Commission to monitor these areas and to promote their protection and use by the City residents for recreation or other suitable low impact uses.

## 3. Rural Land Uses.

The majority of the City's land use over the past 10 years has occurred in the rural sections of the City in a manner that has already started to change the quality and character of that area. The requirement that all new subdivisions be designed as PUDs should provide a way to protect the rural area from the impacts of future large residential developments. Another way to reduce the growth in these areas is to promote the typical rural land uses of agriculture and related uses so that residential development, while allowed, will not be afforded the same protection as farming, timber cutting, etc.

The greatest potential for reducing the development impact upon the rural areas is to provide development options in other sections of the City. Options for reduced lot sizes and the availability of services would help along with allowing single wide mobile homes in some new developments. Many choose rural living because this is where the City allows single wide mobile homes. Currently only double wide and manufactured homes are allowed in the High Density and Moderate Residential districts. The Residential Growth District could allow single wide mobile homes according to some general siting requirements if they also apply to other residential design options like stick-built construction. Considering that close to half of all the residential starts for the past 10 years were mobile homes this should provide an option for new residential development to locate outside of the rural districts.

**4. Mobile Home Parks**

New mobile home parks will be allowed in the Residential Growth District and existing mobile home parks will be allowed to expand in the land use districts that they are presently located.

# **FISCAL POLICY AND CAPITAL IMPROVEMENTS**

## **SECTION 7**

### **SUMMARY**

This section will cover the City's current fiscal condition and provide a list of the necessary capital improvements recommended in the Comprehensive Plan.

### **GOALS**

1. Maintain the City in sound fiscal condition by means of long range planning and a capital improvements program.
2. Promote an investment and planning program that improve and maintain the City's infrastructure.
3. Promote regional solutions for common concerns, problems and issues among neighboring communities.

### **DATA**

See the following for additional information: Capital Improvement Plan.

### **ANALYSIS**

The following table is a list of the significant capital improvements that are recommended in the various sections of this Comprehensive Plan. The list consist of those items that in some way impact land use planning. The list does not contain all of the items that are contained in the City's full Capital Improvement Plan. This Plan should be referenced for a complete listing of the capital projects that are being considered by the City.

## Major Capital Improvement Projects

Project Name	Estimated Cost	Funding Source	Starting Date	Completion Date
Sewer Plant Upgrade	1 million	Bonds & sewer fees	2004	2006
Facilities Plan	unknown	Bonds & sewer fees	1996	2006
Road Service Management	\$4000.00	Budget	1995	1996
Cobbossee Av Upgrade	unknown	State & Bonds	1996 ?	?
CRS Program	\$ 1000.00	Budget	1995	1996
Ordinance Upgrade	\$ 4000.00	State Grant	1995	1996
Sidewalks 35,049 Feet		Bonds & Budget	1996	2006
Roads 46,329 feet		Bonds & Budget	1995	2005
Drainage Survey	\$ 3200.00	Budget	1995	1996
Sewer Line Survey	\$ 3200.00	Budget	1995	1996
Brunswick Av Sewer Ext		Grants & Bonds	1996 ?	1998 ?
Bike Paths	unknown	Grants	1996 ?	1998 ?
Recreation Improvements	unknown	Budget	1995	2006

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Assessment / Population for Fiscal Year ending in 1994

Town	Pop.	R. E. Valuation	Pers. Prop. Valuation	Mill Rate	Tax Assessment	Assess/Population
Gardiner	6735	202 mil.	10373933	19.1	4043797	\$600.41
Farmingdale	2964	93661322	1816448	14.	1336689	\$450.97
West Gardiner	2700	68456559	915500	15.60	1082204	\$400.81
Winthrop	6171	268 mil.	15399530	16.85	4784526	\$775.32
Randolph	1941	48832120	255750	12.60	618507	\$318.65
Pittston	2653	80126555	276432	11.05	888456	\$334.88
Fairfield	6867	150 mil.	17585370	21.70	3638051	\$529.79
Oakland	5709	188 mil	6332778	15.75	3071311	\$537.98
Farmington	7369	223 mil.	11893660	14.80	3484318	\$472.83

The total real estate and personal property valuation for the City of Gardiner is \$213 million.

The three communities with similar populations have the following total valuations:

Farmington 235 million  
 Fairfield 168 million  
 Oakland 195 million

Gardiner's tax assessment and spending per person is higher than these three communities. The City's tax assessment is \$4,043,797.00 compared to the following three Towns:

Farmington \$3,484,318.00  
 Fairfield \$3,636,051.00  
 Oakland \$3,071,311.00

Gardiner has a significantly higher tax assessment than the smaller towns that border the City and this is due in part to the population, different community character and the level of services provided. The Towns surrounding Gardiner are rural communities without urban



centers and with a minimum of municipal services.

#### Budget Comparison of Key Municipal Services

Service	Year 1982	Year 1993	Difference	% Increase
Government	180,688	404,821	224,133	55%
Public Safety	551,498	911,420	359,922	39%
Public Works	457,485	753,664	296,179	39%
Misc.	290,343	540,294	249,951	46%
Total Budget	1,867,594	3,086,995	1,219,401	39%

The four service areas account for an increase in the budget from 1982 to 1993 of \$1,130,185.00. The balance of the budget increase for this period amounts to \$89,216.00 and is attributed to the other service areas.

Public Safety and Public Works both increased at level that matches the overall increase of the total budget which is 39%. The two areas that increased at higher levels are: Government which rose a total of 55% and Misc. Services which rose at a level of 46%. A major portion of the increase in Misc Services is due to a rise in insurance cost.

The total Debt amount remained fairly constant over this 12 year period and the other Service areas also remained fairly constant.

The budget rose every year between 1982 and 1989. From 1989 to 1993 the budget remained stable with only minor increases noted. During the past 5 years the City has attempted to keep spending at a constant level and at the same time has maintained municipal services.

Any additional attempts to reduce spending will have to include a reduction in some municipal services or reductions in City staff. A recommendation that is included in several sections of this Plan directs the City to engage in discussions with surrounding communities in order to develop regional service delivery programs. This recommendation was made as a strategy that would allow the City to maintain the level of municipal services currently offered and at the same time begin a process to lower cost.

The following list shows the City's top 20 taxpayers. This group accounts for a total of 24.3% of the total valuation for the City. The balance of the property valuation includes mostly

residential property which accounts for the significant tax base of the City.

## Top 20 Tax Payers

NAME	TYPE OF BUSINESS	ASSESSED VALUE REAL ESTATE	PERS. PROP.	TOTAL ASSESSMENT	% OF TOTAL VALUA- TION
Asso Grocers	Grocers Co-op	6,969,500	1,000,000	7,969,500	5%
Area Leasing & Development	Commercial Properties	2,919,030		2,919,030	1.9%
Mattson, C.B. (& Housing Projects)	26A/17A Gard Elderly 26A/17C Gard Vill. Pine Ridge Assoc 36/24 Highland Terr Gard Congregate Housing	2,823,420	39,900	2,863,320	1.88%
Hanaford Bros. Shop & Save, Cottles	Progressive Foods Grocery	1,820,750	53,500 83,100	2,438,850	1.60%
Gardiner Savings Bank		1,862,920	375,500	2,238,420	1.47%
Central Me. Power	Electric Utility	2,100,180		2,100,180	1.38%
Ed Gall	Rental Office Space	1,843,420	300,000	1,943,420	1.28%
Yorktown/Mercer	Paper Mfg.	1,167,190	47,464 758,400	1,925,590	1.26%
McGoldrick Richard	Grocery Warehouse	1,909,700	5,000	1,914,700	1.26%
Halsey McDonough	Residential Rentals	1,810,050	23,500	1,833,550	1.20%
Carlton Woolen	Textil Mill	750,000	708,100	1,458,100	.96%
Gardiner Hydro	Electric Generation	1,396,000		1,396,000	.92%
Gardiner Estate & Trust, & Francis		1,026,166	Oakland Farm 11,400	1,037,566	.68%
E.J. Prescott	Sewer/Water Pipe & Supply Sales	811,790	215,000	1,026,790	.67%
Williams, William S		775,290	200,000	975,290	.64%
Country Manor Assoc		812,280	98,200	908,480	.60%
Mancini, Anthony Trustee		681,020	4,000	685,020	.45%
Renbro		541,930	12,000	553,930	.43%
Gilbert Manor- Gardiner Estates (94-Medical Care Development Inc) (McGoldrick Richard Grocery Warehouse)		532,400	29,500	563,930	.37%
N.E. Telephone		533,400		533,400	.35%

### Educational Budget

The City is a member of MSAD #11 and is responsible for a percentage of the total school district budget which is based upon population and municipal valuation. The City's share of the budget increased from \$ 1,550,738.00 in 1990 to \$ 2,147,178.00 in 1994. This is an increase of \$ 596,440.00 or 27.8% for that period. The District has undertaken an aggressive school building and renovation program during this period which has resulted in the construction of two new schools in Gardiner and the renovation of four other school buildings.

City spending for 1990 was \$ 2,994,759.00 and in 1994 was \$ 3,251,816.00. Spending during this period increased a total of \$ 257,057.00 or by 8% . The percentage of the City's total budget between City and Educational spending has shifted from 65% City and 35% educational in 1990 to 60% City and 40% educational in 1994.

#### City and Educational Spending from 1990 to 1995

	1994-1995	1993-1994	1992-1993	1991-1992	1990-1991
City Spending	3,251,816	3,086,995	3,055,347	3,064,376	2,994,759
School Spending	2,147,178	1,881,805	1,530,024	1,530,024	1,550,738
Totals	5,398,994	4,968,800	4,585,371	4,594,400	4,545,497

The City's future share of educational cost will in all likelihood continue to rise for some of the following reasons: construction and renovation project debt; the uncertain status of State Educational Funding; rising cost of salaries and benefits; and a concern for quality education. The City currently spends 40% of its total revenues on education which is a rise from 35% in 1990. The percentage of revenues dedicated to education, based upon past trends could reach 45% within the next ten years.

### Revenue Sources

The City's revenues come from four basic sources as follows:

1. Real estate and personal property tax
2. State Revenue Sharing
3. Assorted City fees, permit fees, and excise tax

4. State Grants and Reimbursements such as; Highway Block Grants, Library Aid, Educational Block Grants, Tree Growth and general Assistance Reimbursements.

The most significant revenue source for the City is real estate and personal property taxes followed by City fees and excise taxes; State Revenue Sharing and State grants and reimbursements. The two largest non-property tax revenues are Automobile Excise Tax which averaged about \$450,000.00 per year and State Revenue Sharing which averages about \$400,000.00 per year.

Real estate and personal property taxes account for 79% of the City's revenues and the balance comes from other sources. It should also be noted that real estate and personal property taxes can be increased to account for any decrease in any of the other revenue sources.

#### Revenue Sources

	1994-1995	1993-1994	1992-1993	1991-1992	1990-1991
Property Tax	4,207,967	4,043,796	3,838,735	3,664,186	3,610,181
State Rev Sharing	470,000	431,000	410,000	470,000	400,000
All Other Revenues	782,112	741,655	714,946	677,737	702,403
Total Revenues	5,460,079	5,216,451	4,963,681	4,811,923	4,712,584

The property taxes rose from \$ 3,610,181.00 in 1990 to \$ 4,207,967.00 in 1994 which is an increase of \$ 597,786.00 or 14% . The City's ability to raise additional revenues through the property tax is not limited however there are some very real political and economic restraints that will place a ceiling upon future tax increases. The ability of citizens to pay their taxes is very much dependent upon the overall health of the economy such as job growth, new business starts, new construction etc. Another important factor is what percentage of the tax burden is spread among commercial and residential uses and how this relates to demands for City services such as schools, transportation and fire protection. Residential uses pay the majority of the property taxes and as such an increase in taxes place an immediate hardship upon families who in turn are dependent upon the services their tax money funds. The City has undertaken aggressive action to attract new economic growth in an effort to both increase jobs and to help shift some of the tax burden from residential uses, however, due to a slow economy these efforts will take time to produce results.

State Revenue Sharing has fluctuated from \$ 400,000.00 in 1990 to \$ 470,000.00 in 1994, however, the amounts vary as indicated in the Revenue Source Table. Revenue Sharing funds account for between 8% and 9% of the City's total revenue source and as such play a significant role.

The other revenue sources available to the City include excise taxes, fees, and an assortment of State Grants and reimbursements which rose from \$ 702,403.00 in 1990 to \$ 782,112.00 in 1994 which is an increase of \$ 79,709.00 or 10% . This revenue source accounts for between 14% or 15% of the City's total revenues.

## **POLICIES**

1. The City shall continue to use a Capital Improvement Plan to direct future spending for the City and it shall update the Plan to include those items identified in the Comprehensive Plan.
2. The City shall explore with its neighboring communities a way to develop regional programs including the following areas: Fire Protection, Police Protection, Recreation, Solid Waste and Recycling, Public Works, Joint Purchasing, Tax Assessment, and some General Government Services.
3. The City shall seek grants and other funding sources whenever possible as a way to pay for necessary improvements.
4. The City shall develop a Capital Improvements Account and shall dedicate a prudent amount from its yearly tax assessment into this account as way to fund a portion of future capital improvements.

## **IMPLEMENTATION STRATEGY**

1. The City Council shall develop a process to begin discussions with its neighbors in order to develop regional service delivery programs. The City Council shall begin this process by January 1996.
2. The City Manager shall develop a proposal for the development of a Capital Improvements Account to be included in the yearly budget. The proposal shall be completed in time for the preparation of the 1996/1997 budget.

# **REGIONAL PLAN**

## **SECTION 8**

### **SUMMARY**

The Regional Plan section deals with the City's formal and informal relationships with neighboring communities and the region. Regional affiliations encompass the following: Kennebec County, Council of Governments, Augusta labor market, Transportation Planning, and Environmental Concerns.

The purpose of this section is to list and evaluate the City's current interlocal and regional affiliations and to identify and assess new regional relationships.

### **GOALS**

1. Promote regional solutions for common concerns, problems and issues among neighboring communities.
2. Encourage and explore various regional and/or interlocal municipal service delivery programs that will be cost-effective and maintain or improve the City's current level of services.

### **DATA**

For additional information about regional planning issues contact The Kennebec Valley Council of Governments should be contacted.

### **ANALYSIS**

The City participates in many regional and interlocal programs including: MSAD 11; Gardiner Water District; Sewer Treatment Facility; Library; Ambulance; Fire Dispatch; Emergency Management Planning; Solid Waste and Recycling; Recreation Programs; Joint Purchasing; Kennebec Valley Council of Governments; and. the Cobbossee Watershed District. The City is also a member of a number of professional organizations including: Maine Municipal Association; and the Chamber of Commerce. City department heads also

maintain memberships in various professional organizations.

The City's regional role developed out of its roots as a major employer and commercial center for surrounding towns. Gardiner was the home of textile, shoe, lumber, industries; and Water Street served as the region's shopping and cultural center. The City enjoyed this role until the 1950's when a shift began that eventually resulted in the closing of most of the industries and major stores. The employment, shopping and cultural centers gradually relocated to Augusta, and other regional centers such as Waterville, Bath/Brunswick and Portland.

This shift created a difficult period for the City and eventually resulted in the removal of many large factory buildings and dilapidated houses and the re-construction of the Water Street area during the 80's. The City has found a new identity that accents its residential qualities while at the same time offers a historical downtown, some industry and services such as the post office, three banks, two credit unions, regional library, restaurants, state offices, small stores and office space.

The historic legacy of the City's regional significance are evident in the following contemporary features: a full range of City services including full time police and fire departments; the location of banks, post office, and the Stop and Save Supermarket; regional water and sewer facilities; and a regional junior and senior high schools. The only municipality in the immediate area with a broad offering of City services has made Gardiner the center for the following types of activities: ambulance, fire dispatch and the library.

The City's regional role is again under-going a period of change due to the following factors:

1. Demographic shifts. Population in surrounding communities is rising while Gardiner remains stable.
2. The City has a slightly higher percentage of persons over the age of 65 than the surrounding communities.
3. The City's older housing stock of large homes provides rental units for the region.
4. The cost of City services has risen drastically during the past 10 years.
5. The impact of State and Federal mandates has increased the cost of services.
6. The City provides some support services to area towns at no cost, such as fire mutual aid and emergency assistance.
7. The cost of services could be reduced if regional delivery systems were used to spread the cost over a wide base.
8. Population increases in surrounding communities place demands upon shared/mutual services provided by the City while the cost of these services are borne by Gardiner's stable population base.
9. Development including new housing and commercial projects are moving into other Towns due to lower taxes and other cost.

The City needs to re-assess its present regional role in light of current changes and begin



to refocus its position among its neighbors. One interlocal program which is the ambulance service provides an example of a service program that fairly and economically distributes the cost to member communities while providing excellent service. The ambulance was rated as one of the highest City services in the public opinion survey prepared for this plan.

The total ambulance budget is \$354,223.00, and Gardiner's share is \$48,790.00 or 14% of the total budget. The ambulance service is operated out of the Central Fire Station and is administered by the Fire Chief. The level of service for the City considering the equipment and high level of staff training is exceptional, and it costs the City only a fraction compared to other services offered by the City.

The public opinion survey prepared for this plan indicated that residents are ready and willing to consider the development of regional programs to replace the existing City operated service delivery programs when the regional systems can save money and maintain the quality of the service. One of the reasons for this support is the rising cost of City services and the resulting high tax rate in the City. Many residents see this as a way to reduce cost and stabilize the already high tax rate. The overall economic and political climate is also conducive to starting regional programs, as many other Towns in the State are also faced with some of the same concerns and problems.

The following is a list of some of the more important regional issues and areas that will directly affect the City within the next 10 years:

1. Construction of an additional bridge in Augusta.
2. Traffic density through Farmingdale and Hallowell.
3. The future operating status of the Hatch Hill Facility.
4. Ground water protection for public and private wells.
5. Rising cost of new and replacement equipment such as trucks, fire engines, etc. .
6. Rising cost of public services such as police, fire and public works.
7. The State budget problems and state cut-backs.
8. Developing regional or interlocal affiliations to provide a variety of public services such as police, fire, public works, and solid waste.
9. Strip commercial development in the region especially along Route 201.
10. Future plans for the railroad right of way.
11. Water quality in the region's lakes, rivers, streams and ponds.
12. Public access to the Kennebec River and other lakes and ponds for recreation.
13. Non-point source pollution affecting our regions waterbodies.
14. The impact of future defense plant/industry closing upon the region and the state.
15. Need for affordable housing throughout the region.
16. The condition of the educational system.
17. The future role of County government.
18. The impact of Federal laws and regulations dealing with water and air quality, and other federal mandates and federal budget cut-backs.
19. The economic health of the region, especially job growth.

20. The potential growth of the tourism industry within the region.

## **POLICIES**

1. The City shall maintain an active leadership role in regional issues and shall pursue new regional affiliations whenever they are beneficial to the City.
2. The City shall maintain its current role and membership in regional organizations.
3. The City shall actively pursue the development of regional service delivery programs that will reduce cost and provide an equal or better level of service.

## **IMPLEMENTATION STRATEGY**

1. The City Manager and the City Council shall work with area Towns or other regional groups to develop a regional service delivery program for the following; police, fire, public works, assessing, welfare, and code enforcement. The Council shall review and assess such a program by January 1998.
2. The City Council shall continue to support and fund membership in the City's current regional affiliations.

## **PLAN INTEGRATION**

The City currently participates in a number of regional groups and programs that should provide the foundation for future involvement. The rising cost of delivering public services has resulted in a high tax burden for City residents, and these costs will continue to rise unless steps are taken to re-structure the current types of public services offered by the City. The most cost effective solution for keeping the variety of services offered by the City is to develop a regional base for these activities and spread the cost over a wider area. The public, according to the public survey developed for this plan, was in favor of forming regional programs if such a program would reduce cost. The City's current rescue service is a perfect example of how this type of regional program can operate and at the same time provide significant cost savings for the City.

# **ORDINANCE, LAWS AND PLANNING**

## **SECTION 9**

### **SUMMARY**

This section will cover the City's Zoning Ordinance, and Land Use Planning.

### **GOALS**

1. Plan for growth, administer land use ordinances and carry out development decisions in an orderly, appropriate and consistent fashion.
2. Provide the public resources necessary to implement the goals, policies and recommendations of this comprehensive plan.

### **DATA**

See the following for additional information: 1988 Comprehensive Plan and the Current Zoning Ordinance.

### **ANALYSIS**

#### **Land Use Planning**

Gardiner has had several plans and studies prepared over the past 30 years; Atwood and Blackwell of Boston prepared the City Plan in 1961; James W Sewall Co. of Bangor prepared the 1965 Comprehensive Plan; C.E. Maquire, ECO Design and Thomas Griffin Associates prepared the Revival Plan for Old Gardiner in 1973; Governmental Services Inc. prepared the Gardiner Economic Development Strategy in 1982; and Susan Burns, Consulting Planner, prepared the update to the 1965 Comprehensive Plan in 1984. Only two of these the 1965 Plan and the 1984 Update, were formally adopted by the City Council and functioned legally as the City's Comprehensive Plan.

As years passed, the analysis and recommendations of those plans became outdated, resulting in a lack of overall direction for local planning and regulatory efforts. Over time, the City began to deal with each individual issue as it arose. In particular, zoning amendments were made based upon the desirability of proposals for development rather than any direction from the comprehensive plan. As development pressures increased, controversies began to abound concerning a variety of subjects: conversion of single family dwellings into multi-family dwellings; the establishment of offices in residential neighborhoods; the overall development of Brunswick Avenue as well as outer Cobbossee Ave; the mixing of commercial, industrial and residential uses throughout the City; and finally, traffic congestion on Bridge Street and adjacent side streets.

The Planning Board advocated a new Plan in 1985. The City Council appropriated funds and the effort began in 1986 with the appointment of the Comprehensive Plan Committee and selection of Southern Kennebec Planning and Development Council to assist in the preparation of the Plan. The City Council placed a 12 month moratorium on multi-family conversions during the summer of 1987 and extended it in the spring of 1988 through the end of the year to enable the completion of the Plan.

The City adopted the 1988 Comprehensive Plan following two years of preparation. The plan was adopted before the current Growth Management Legislation was enacted and did not adequately address some of the legislative requirements.

The 1988 Plan was the first practical planning document adopted by the City since 1965 and its overall goal was to overhaul the City's outdated Zoning Map and land Use Ordinance. Along with many other municipalities in Maine, the City was attempting to address the many growth and development issues which arose during the 1980's.

The City's overall planning and zoning efforts were up to this point fragmented and lacked broad public support and trust. The 1988 plan was able to establish public consensus on some key zoning and land use issues. The plan was implemented during 1989 and resulted in a revised Zoning Ordinance and a new Zoning Map.

The major accomplishment of the 1988 plan was the development of a unified and cohesive planning process that resulted in a new Zoning Map and Ordinance. The foundation of this planning process was broad public support for the 1988 Plan and subsequent zoning revisions.

The 1988 Plan was the City's first attempt to develop a plan whose ultimate goal was directed toward implementation. Previous planning attempts by the City did not result in implementation. The following are the major accomplishments of the 1988 plan:

1. Revised Zoning Map
2. Revised Zoning Ordinance
3. Revised Subdivision Ordinance

4. Adoption of the BOCA building code
5. Development of a Historic Preservation Commission, Historic Preservation Ordinance and establishment of a Downtown Historic District
6. Development of an Economic Development Committee
7. Adoption of a solid waste and recycling policy
8. Attempt to develop a capital improvements plan
9. Attempt to address some open space and recreational issues

### Zoning Ordinance

The City has had zoning for a considerable period of time, and during this time the ordinance has evolved and expanded to meet the needs and concerns of the City. Prior to the adoption of the 1988 Comprehensive Plan the Zoning Ordinance was in a constant state of revision in an effort to respond to growth demands and to accommodate individual development projects. The public trust in the ability of zoning to protect their interest was in jeopardy until the policies of the 1988 Plan were implemented into the Zoning Ordinance.

The Ordinance has not been changed to any great degree since the 1989 revision, and public trust in the stability of the document has been restored. The revised Ordinance and Zoning Map has served the City well for the past 5 years, however, there are some issues that do deserve attention.

The Zoning Ordinance has evolved over the years to relay more upon performance standards to guide and restrict development instead of the review authority of the Planning Board. The Ordinance prior to 1988 primarily relied upon the Planning Board to review and establish conditions for the placement or construction of new development, and this resulted on many occasions in an arbitrary setting of design standards. The use of performance standards has resulted in quicker and more uniform review procedures for both subdivision and conditional use permits.

The next step in this process is to expand the use of performance standards within the ordinance and to re-focus the Planning Board's role from the Conditional Use Permit Process to a Site Review Procedure for all major projects. This change would mirror what the Board is currently using for the review of all subdivisions and appears to have functioned well for both the City and applicants. The Board can now review and possibly approve a subdivision proposal within 60 days compared to 90 to 120 days using the previous ordinance. The result is not only a smoother and more timely review period, but has resulted in better subdivision designs as a result of clear performance standards.

The use of clear performance standards can also increase the review and approval responsibilities of the Code Officer. The Planning Board should re-examine their review role and revise the Use Chart in a way that relies more upon the CEO review authority and reserves only the major impact proposals for Planning Board review.

This Plan contains many suggestions and policies for additional changes and modifications to the Zoning Ordinance and these proposals should be reviewed and implemented as soon as possible after the Plan is adopted by the City. The City Council should provide the necessary resources to implement these changes so that the Zoning Ordinance and map can be revised as quickly as possible.

An additional modification that is necessary is to develop a more user friendly Ordinance format or ordinance organization. The current ordinance is difficult to follow due to its numbering system and certain sections could be combined or re-organized to make it easier to use. These changes are absolutely necessary if the Ordinance is to rely to a greater degree upon performance standards to guide new development. The Board should look into developing a unified ordinance which would combine many of the review and permitting procedures and thus create a more user friendly document.

## **POLICIES**

1. The Zoning Ordinance shall be re-written in a manner that creates a more user friendly document and relies upon performance standards to control development.
2. The Use Chart shall be revised in order to provide the CEO a greater review authority and to reserve to the Planning Board all major impact use applications. The Planning Board's review shall be changed from the Conditional Use procedure to a site review process similar to the subdivision process.
3. The City Council shall supply the necessary resources to revise the Zoning Ordinance and Zoning Map in compliance with this Comprehensive Plan.
4. The City shall completely review its comprehensive plan every 5 years and make the necessary changes and revisions in order to meet current needs and issues.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall complete the revisions to the Zoning Ordinance and Zoning Map by February 1996.

## **PLAN INTEGRATION**

The Zoning Ordinance and Map are for most citizens the documents that will impact them and as a result considerable attention should be given to creating a user friendly ordinance.

The use of a site review process and additional performance standards to guide new development will require that applicants understand and comply with the provisions of the Ordinance in a manner that will allow them to submit complete and accurate applications.

# **MUNICIPAL SERVICES**

## **SECTION 10**

### **SUMMARY**

This section will include the following City services: City Government, Police, Fire, Ambulance, Dispatch, Library, and Public Works.

### **GOALS**

1. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
2. Maintain and enhance the public health, safety and welfare through the provision of adequate and efficient fire, police and rescue services.
3. Promote regional solutions for common concerns, problems and issues among neighboring communities.
4. Encourage and explore various regional and interlocal municipal service delivery programs that will be cost effective and maintain or improve the City's current level of services.

### **DATA**

See the current Capital Improvements Plan and City Budget for additional information.

### **Analysis**

The City of Gardiner was first settled in 1754, incorporated as the Town of Pittston in 1779 and in 1803 the west portion of the land was incorporated as the Town of Gardiner. Gardiner was incorporated as a City on August 11, 1849 and in 1850 a portion of the City was further divided to form the Town of West Gardiner.



The City operates under a Charter, initially adopted under Chapter 44 of the Private and Special Laws of Maine (1955) and is operated as a Council Manager form of government. The Charter was most recently amended in November 1988. The City Council is composed of a Mayor, who is elected for a two year term by the voters of the entire City, and seven other members, each of whom are elected, one from each of the City's 7 Wards, for alternating two-year terms. The Charter grants to the City Council all powers to enact, amend, or repeal rules, ordinances, and resolutions relating to the City's property, affairs and government, to preserve the public peace, health and safety, to establish personnel policies and giving effect to any vote of the City to authorize the issuance of debt. The Council adopts an annual budget and conducts a yearly audit.

The City Manager is the administrative head of the City and is responsible to the Mayor and the City Council for the administrative management of all City Departments.

The City provides general governmental services for the territory within its boundaries, including police and fire protection, ambulance, sewer services, public works, general government and recreation.

Public education is provided for grades K through 12 and adult education through MSAD# 11. The district includes the following Towns: Gardiner, West Gardiner, Pittston, and Randolph. The district contains one high school, one middle school, six elementary schools and one administrative building.

Water Service is provided by the Gardiner Water District which is a separate quasi-municipal entity. The District serves Gardiner, Randolph, Farmingdale and Pittston.

The City operates under the following laws and ordinances: City Charter, City Code, Zoning Ordinance, Water and Sewer Ordinance, and applicable State and Federal Laws and Regulations.

The City has established the following Boards and Committees:

1. Council Sub-Committees:  
Municipal Services, Policy, Personnel, Finance, and Capital Improvements.
2. Planning Board (7 members)
3. Board of Appeals (7 members)
4. Board of Assessors (3 members)
5. Historic Preservation Commission (7 members)
6. Board of Voter Registration (3 members)
7. Code Review Committee (3 members)
8. Economic Development Committee (10 members)
9. Parks and Recreation Committee
10. Conservation Committee (inactive)
11. Cobbossee Watershed District Trustee ( 1 Rep.)

12. Gardiner Water District Trustee (3 Reps)
13. Quimby Field Trustee (3 members)
14. Library Board of Trustees (7 members)
15. Waste Water Treatment Plan Advisory Committee (8 members)

The City of Gardiner operates the following City Departments:

1. City Manager
2. General Government, including administration, tax collection, city clerk and finance administration.
3. Tax Assessor
4. Code Enforcement
5. Economic Development
6. Welfare
7. Buildings and Grounds
8. Police Department
9. Fire Department including ambulance, dispatch and emergency management.
10. Public Works
11. Sewer Department
12. Library

The City has a total of 64 full time employees and 87 part time employees including crossing guards, reserve policeman, call fireman, election workers, and summer recreation workers.

#### General Government

The seat of government is located at City Hall and contains general government offices, buildings and grounds department, dispatch, police department, fire department, and ambulance.

General government provides the following services:

1. Administration
2. Tax Assessment
3. Economic Development
4. Code Enforcement
5. Health Department
6. Plumbing Inspector
7. Welfare
8. Tax Collector
9. City Clerk
10. Sewer Billing

## Buildings and Grounds Department

The Buildings and Grounds Department has a director and two employees and is responsible for the following:

- building maintenance
- city parks
- cemeteries
- city parking lots and riverfront park
- downtown parks
- special city events
- Gardiner Common
- street and traffic signs
- tree planting and maintenance

The Department is located at City Hall and contains a carpentry shop and storage area. The department has 3 trucks and grass cutting and snow removal equipment.

## Recreation

The City operates a summer and year-round recreation program for children. Surrounding Towns may elect to participate in the program by either paying the participation fee directly or by allowing the resident to pay. The summer program has one director and 10 employee. The program offers swimming at the Sportsman Club beach and organized sports such as basketball, soccer, and field hockey. The program varies from year to year depending upon funding and available staff.

## Fire Department

The Fire Department operates one fire station located adjacent to City Hall and one sub-station located in South Gardiner. The Department has a chief, 2 captains, 4 firefighters and a call department with 1 assistant chief, 1 captain, 2 lieutenant, and 15 firefighters. The department also has 6 EMS/firefighters that are financed by the ambulance rescue service. Other staff includes 4 dispatchers and 2 support employees.

The Department has mutual aid agreements with the following communities: Augusta, Togus, Hallowell, West Gardiner, Randolph, Farmingdale, Richmond, Litchfield, Pittston, Dresden and Chelsea. The only other full time departments are Augusta and Togus.

The Department has the following major equipment:

1. Located at the Central fire Station
  - 100 foot aerial ladder truck
  - 1250 gpm pumping truck

- 1250 gpm pumping truck
  - 1 heavy rescue vehicle
  - 2 ambulances
  - 1 pick-up truck
  - 2 boats
2. Located at South Gardiner
    - 1000 gpm pumping truck
    - 750 gpm pumping truck
    - 1 ambulance
  3. Located at the Wastewater Treatment Facility
    - 1 heavy rescue truck

Communication facilities are located at City Hall and provide 911 City Police and Fire dispatch. The facility also provides fire dispatch for the following communities: West Gardiner, Litchfield, Randolph, Pittston, and Farmingdale. The dispatch center is staffed 24 hours and has 4 dispatchers and 3 reserve dispatchers.

The communication system is a Motorola Centra Comm System with complete emergency stand-by power and uninterrupted power system for radio functions. The main radio antenna is located on Libby Hill Road and a back-up is located at City Hall.

The City's current ISO rating is 5 which was recently updated in 1993 from a level 6.

The Department is responsible for the City's Emergency Management System and operates from an Emergency Management Response Plan. The plan is designed to address natural or technological hazards. The City works in cooperation with the County and State Emergency Management Directors.

#### Ambulance and Rescue

The Ambulance and Rescue Service operates from the Central Fire Station located at City Hall and serves the following communities: Gardiner, West Gardiner, Randolph, Farmingdale, Richmond, Litchfield, Pittston, Dresden, and Chelsea.

The service is administered by the Gardiner Fire Chief and has 6 EMS/firefighters and one support person. The equipment includes 3 ambulances and 2 heavy rescue units.

The Ambulance and Rescue Service operated by the City is financed by fees assessed to each participating community including Gardiner. The City's share of the total ambulance budget of \$352,544.00 is \$49,000.00 and consists of 14% of the total budget.

## Police Department

The Police Department is located at City Hall and is staffed by 1 chief, 1 captain, 3 sergeants, 5 officers, 1 part time animal control officer, 15 reserve police officers, and 6 school crossing guards. The department provides 24 hour police protection and works in cooperation with both the county and state departments as required. The major equipment includes 3 police vehicles.

## Public Works

The City Public Works Department provides for highway maintenance, operation and maintenance of pumping stations and collector sewer lines, storm water drainage system, park and recreation maintenance, and for solid waste disposal. The Department is staffed by 1 director, and 12 full time employees. The Department maintains 20 large pieces of equipment and is located at a garage building located off the Old Brunswick Road.

## Gardiner Public Library

The Gardiner Public Library is located in a Queen Anne/Neo-Baroque style building designed by architect Henry Richards, which was constructed in 1881. The building was expanded four times including: R.P. Hazard Room in 1930, J Walter Robinson Reference Wing in 1960, Burrell Moore III Childrens Room in 1977 and the Community Room in 1985.

The library collection has been maintained in Gardiner since 1786. The buildings and grounds are owned and maintained by the Gardiner Library Association which is a non-profit entity separate from the City.

The library is funded by the City of Gardiner and by four other communities and individual fees. The library operates as a City Department with a 7 member Board of Trustees. Three members are appointed from Gardiner and one each from the participating communities. The following Towns are part of the library service area: Gardiner, Farmingdale, Randolph, Pittston, and West Gardiner. Non-resident, individual membership cards are available for a \$ 44.00 annual fee per household.

The library is staffed by a director, assistant director, children's librarian, library aide and 7 part time assistants. The library is a part of the library loan program and a member of the Central Maine Library District.

The collection includes over 35,000 volumes, 2,000 videos, and 85 periodicals. Services include video cassettes, multi-media reference sources, books and music on cassette, video cassettes, computer for patron use, children programs, full reference section and local history and genealogy.

The 1992 library circulation was 132,711 with a per capita circulation of 19.67. The library is rated ninth in the State for circulation.

Budget Comparison for Municipal Services

Service	1982	1983	1984	1985	1986	1987
Government	180,688	204,966	260,635	246,247	260,428	256,876
Public Safety	551,498	576,999	603,405	701,755	727,045	704,983
Public Works	457,485	662,906	480,476	495,635	523,277	619,143
Health Welfare	86,572	136,642	139,998	148,203	186,752	170,843
Community Service	81,420	93,163	105,489	104,717	136,768	119,115
Debt	219,588	198,805	284,697	276,903	245,142	229,184
Misc	290,343	286,997	284,697	276,903	245,142	229,184
Totals	1,867,594	2,160,478	2,116,795	2,230,039	2,399,424	2,415,541

Service	1988	1989	1990	1991	1992	1993
Govern't	295,338	355,236	386,381	385,137	393,652	404,821
Safety	753,600	842,268	851,802	830,559	856,520	911,420
P Works	671,514	833,738	790,580	705,923	713,472	753,664
Welfare	78,234	201,545	88,922	99,634	109,857	111,131
C Service	144,809	169,621	181,983	176,058	176,604	186,767
Debt	257,728	220,957	162,719	173,313	222,708	178,898
Misc	366,305	534,607	532,372	693,752	582,534	540,294
Total	2,567,528	3,157,972	2,994,759	3,064,376	3,055,347	3,086,995

### Category Explanation

1. General Government includes all basic City Hall services
  2. Public Safety includes police and fire.
  3. Health and welfare includes local welfare services.
  4. Community Services includes the recreation, parks, library, and other community events
  5. Debt includes all of the City debt obligations.
  6. Miscellaneous includes insurance and employee benefits and pension.
  7. Public Works includes the public works budget and infrastructure improvements.
- The cost of City services rose approximately \$800,00.00 from 1982 to 1993 while the City's population growth in this period remained stable. The highest rise in expenses occurred in Public Safety, Public Works, Insurance Cost and General Government. The Fiscal Policy Section will cover City expenses in more detail.

### **POLICIES**

1. The City shall explore with neighboring communities the development of regional service delivery programs for fire protection, police protection, public works, and some general government functions such as welfare, tax assessment and code enforcement.
2. The City shall explore ways to increase Government efficiency and to reduce cost in a manner that maintains most of the essential services.
3. The City shall take into account the financial impact to the tax payer whenever a service is expanded or increased.

### **IMPLEMENTATION STRATEGY**

1. The City Council shall begin discussions with surrounding communities in order to develop a greater number of regional services.
2. The City Council and the City Manager shall develop a plan to reduce the cost of City services by developing regional programs, contracting with private companies to provide services, reducing services, and developing service fees. The plan shall be developed by January 1997.

## **PLAN INTEGRATION**

The City of Gardiner has provided citizens with a wide range of City services for a number of years and any attempt to reduce or re-structure these services will meet with strong resistance. The public opinion survey was in favor of exploring regional service programs such as the ambulance service in an effort to reduce cost. The City already has a high tax rate and this has placed a burden upon residents.



# **MUNICIPAL INFRASTRUCTURE**

## **SECTION 11**

### **SUMMARY**

The Municipal Infrastructure Section will cover the following areas: roads, sidewalks, drainage systems, sewer lines, and City property and buildings.

### **GOALS**

1. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
2. Promote activities that improve and beautify the City's public buildings, parks and street landscape.
3. Maintain the City in sound fiscal condition by means of long range planning and capital improvement planning.
4. Promote an investment and planning program that will improve and maintain the City's infrastructure including roads, sewer lines, drainage systems and sidewalks.

### **DATA**

See the following Data Sections for additional information: Infrastructure Data and Municipal Services Data.

### **ANALYSIS**

#### **Recent Major Infrastructure Projects**

The City has undertaken the following major infrastructure projects in the past few years:

1. New road pavement on Route 201, Brunswick Avenue.  
State project completed in 1992.
2. New road pavement on Route 24, River Avenue.  
State project completed in 1993.
3. New road pavement, drainage improvements, new sewer lines, and new sidewalks from Water Street to the New Mills Bridge. State project completed in 1994.
4. New road pavement, sewers and drainage systems on Winter Street.  
Project completed 1992.
5. New road pavement and drainage system on Church Street.  
City project completed 1993.
6. New road pavement and drainage and sewer improvements on Summer Street.  
City project completed 1993.
7. New road pavement, sidewalks, drainage system and sewer on Highland Avenue.  
City and State project to be completed 1995.
8. New road pavement shim coat on the Marston Road.  
City project completed 1992.
9. Repair and maintenance on the bridge over the Cobbossee Stream on Bridge Street.  
State project completed 1990.
10. New sidewalk construction from Central Street to the New School on Brunswick Avenue. City project completed 1992.
11. CSO removal project completed by the City in the following areas: Skehan Field, Dresden Avenue, High Holborn Street, Church Hill, Winter and Fountain Streets, Highland Avenue, Middle Street, Spring Street, Chestnut Street and Water Street.
12. Removal of a burned-out building and the construction of a City Park.  
City project completed 1994.
13. New bridge construction, Winter Street Bridge.  
State project completed 1990.
14. Drainage projects completed by the City in the following areas: Marston Road, Capen Road, Libby Hill Road and Costello Road.

15. Construction of a fuel depot and bus storage area completed in 1994.

The following projects are pending:

1. Oil and gas tank removal project. A City project to remove all the underground fuel tanks owned by the City. ( Completed during 1995 )
2. Sewer Plant Facilities Plan. The City is developing a plan per State and Federal regulations to address a process to eliminate all of the sewer overflows into the Kennebec River. The plan is expected to contain a mixture of some CSO removal projects, maintenance provisions and treatment plant improvements which will meet federal guidelines.
3. Brunswick Avenue sewer expansion project is being developed with the assistance of the Kennebec Valley Council of Governments in order to obtain Federal funds to extend the sewer down Brunswick Avenue in an effort to foster economic development.
4. Vacant School Buildings. The City is currently leasing the former South Gardiner School building to a Pre-school and Day Care School; the O.C Woodman School is occupied by a school and a recreation center, however the third floor is not used; and the former Central Street School has been sold to the Masons.
5. Road Improvement Project on Cobbossee Avenue from the New Mills Bridge to the West Gardiner Line is a State Project that has not yet been scheduled.

### Sidewalks

The overall condition of the City's sidewalks is poor, and this was one of the issues that residents in the public opinion survey indicated that needed improvement. The sidewalks over the past years were not actively maintained, and today many require major repairs or replacement. A survey of the condition of the City's sidewalks was conducted by the Public Works Director, Tim Moody in 1994. The following is a summary of that survey:

- 14 sidewalks are rated in good condition.
- 18 sidewalks are rated in fair condition.
- 12 sidewalks are rated in poor condition.
- 8 sidewalks are rated in very poor condition
  
- 37 sidewalks are rated as requiring only normal maintenance.
- 11 sidewalks are rated as requiring regular maintenance.
- 3 sidewalks are rated as requiring heavy maintenance.

21 sidewalks indicate that no replacement is required.

20 sidewalks indicate that replacement will be required within the next 10 years.

8 sidewalks are in very poor condition and should be replaced.

The following table indicates the sidewalks that are in poor or very poor condition and require replacement.

Street Name	Length ( feet )	Rating
Central St	3773	VP
Danforth St	767	P
Deane St.	1300	P
Dennis St	754	P
Dresden Av	3234	P
Fountain St	1218	P
Harrison Av	1920	P
Highland Av	4400	VP
Lincoln Av	4200	VP
Neal St	1000	P
Plummer St	750	P
Prospect St	200	VP
Riverview Dr	2500	VP
School St	1200	VP
Spring St	1400	VP
Spruce St	500	VP
Vine St	500	P
Washington St	4750	P
Total Length	35,049 feet	

The total length of sidewalk indicated in the survey as requiring replacement as soon as possible is 21,764 feet and is listed as code 3 in the report. The total length of sidewalk rated as requiring replacement within the next 10 years is 24,627 feet and is listed in the report as code 2. The total length of sidewalk rated as not requiring replacement is 26,802

feet and is listed as code 1 in the report.

The majority of the City's sidewalks are rated in fair to very poor condition. The total recorded sidewalk length is 73,193 feet and 46,391 feet or 63% require replacement as soon as possible or within the next 10 years. The reversal of this condition will require a planned re-construction program and a significant financial commitment over the next 10 years. A dedicated maintenance and repair program would also be needed to stabilize the City's sidewalks that are rated in good condition.

### Drainage System

The City's drainage system consists of a combination closed and open system in the Northern urban area and an open system in the rural areas. There is no comprehensive data available for the City's drainage system which indicates condition, type or maintenance status. The Public Works Director does have some data and can indicate some problem areas.

Data collection and assessment of the City's drainage system should be a priority based upon the following:

- The City does not have a regular maintenance program for the drainage system.
- The closed drainage consists of both an old and new system.
- The lack of data will result in poor repair and replacement planning.
- The City is undertaking a Facilities Plan for the Treatment Plant .
- Stormwater treatment could become an issue in the near future.
- The City has shore frontage on both the Kennebec River and Cobbossee Stream.
- Drainage system improvements should be coordinated with other infrastructure improvements.
- The lack of a drainage plan and data will result in higher maintenance and replacement cost.

Some of the most significant problem areas in the system are in the following areas or due to the following conditions:

1. The drainage system located between Brunswick Avenue and the Cobbossee Stream which encompasses such streets as Central, Washington and High Holborn. The system in this area is old and is a combination of both an open and closed system which eventually drains into the Cobbossee Stream. Problems have resulted due to age, lack of repair and maintenance, and increases in stormwater flows due to new development.

2. The open drainage ways and streams that drain into the Kennebec River along River Ave. are receiving increased stormwater flows from new development in the central section of the City. These drainage ways are not maintained or cleared of branches or other obstructions which can directly effect water volumes and velocity.
3. The City has not dedicated time or funds in the recent past to maintenance of the storm drainage system, and as a result, the system is showing signs of age throughout the City. A regular maintenance program is essential in order to avoid future problems and to correct past problems.
4. The drainage system in the rural areas are open systems and require a regular schedule of maintenance and repair in order to keep them functioning.

The City is in a good position to put together a complete drainage system assessment considering the following: Public Works has a fair amount of data; the facilities plan is being completed at this time; and prior CSO studies contain some of this information.

#### Sewer System

The City's sewer system, like the drainage system, is a combination of old clay pipes and new PVC sewer lines. Over the past 15 years the City has aggressively pursued a program to eliminate all of the sewer and drainage system interconnections and has removed at this time all the known problem areas. The program was guided by a CSO study conducted in the 1980's. The most recent improvement in the system was the installation of new lines on Water and Central Streets as a part of the State re-construction project for this area.

The older sections of the City contain some of the old sewer lines that are a cause of constant maintenance and frequently require replacement. One problem that does occur with the older sewer lines is the infiltration of ground water into the pipes which contributes to overloading the treatment facility during large storm events. Over time the older lines will be replaced and this problem will be eliminated.

The City has over the past 20 years explored the possibility of expanding the sewer down Brunswick Avenue in order to promote new commercial growth. This idea has been given new life due to a new funding source available to the City as a part of the expanded Economic Development District. The City plans to submit an application for funding for the sewer expansion project with the assistance of Kennebec Valley Council of Governments.

Data on the condition of the entire sewer system is not available, however, a great deal of information is contained in a variety of older maps and records kept at City Hall and at Public Works. This data should be put into a data base that will help guide the City's future

maintenance and repair decisions as soon as possible.

### Road System

A survey of the condition of the road system was conducted by Tim Moody, Public Works Director and the following is a summary of that report. The complete survey is contained in the Infrastructure Data Section.

- 5 roads are rated in very good condition.
- 19 roads are rated in good condition.
- 57 roads are rated in fair condition.
- 17 roads are rated in poor condition.
- 6 roads are rated in very poor condition.
  
- 94 roads are rated for normal maintenance.
- 4 roads are rated for regular maintenance.
- 6 roads are rated for heavy maintenance.
  
- 22 roads indicate that they do not require replacement.
- 65 roads indicate that replacement will be required within the next 10 years.
- 16 roads are in very poor condition and require replacement.

The following table indicates roads that are in poor or very poor condition, or that require replacement in the near future.

Street Name	Length ( feet )	Rating
Armory St	850	VP
Booker Rd	520	P
Brunswick Rd	8708	P
Cobbossee Av	3143	VP
Commonwealth	643	P
Filmore Pl	388	P
Harden St	406	VP
Highland Av	7958	P
Hillcrest St	1118	VP
Lawrence St	458	P

Liberty St	722	P
Marston Rd	9200	P
Phillips St	550	P
Pleasant St	1150	P
Prospect St	315	P
Riverview Dr	2500	P
Sherburne Av	1200	P
Snow St	500	VP
Spruce St	500	P
Steamboat	1000	VP
Vine St	500	P
Walnut St	1000	P
West St	3000	P
Total Length	46,329 feet	

The total roadway length in feet rated as requiring replacement as soon as possible is 40,959 feet and is rated code 3 in the report.

The total roadway length in feet rated as requiring replacement within the next 10 years is 124,488 feet and is rated code 2 in the report.

The total roadway length in feet rated as not requiring replacement is 66,214 feet and is rated code 1 in the report.

The majority of the City's roads are rated in fair condition. The total length of roads throughout the City is 231,661 feet or 43.9 miles.

A total of 71% or 124,488 feet of roadway are rated as requiring replacement within the next 10 years, and 20% or 46,329 feet of roadway are rated in poor condition .

The high percentage of roads rated in fair condition provides the City an opportunity to develop a systematic approach to road maintenance and repair. The City should adopt the Road Management System developed by the Local Roads Center as a method to approach future road maintenance. This system stresses the importance of maintaining roads rated in



fair condition as a method to avoid future replacement. The City is in a good position to implement this program considering the large amount of City roads in fair condition and the excellent road data already put together by Public Works.

### City Property

The list of City property following the Roadway Summary contains all of the City's property and buildings. The overall condition of most of the City property is good and most buildings only require regular maintenance and repair. The two large expenses facing the City are a roof replacement for the City Hall building.

The list of City property contains 8 City parks, 4 cemeteries, and two former school buildings.

# ROADWAY SUMMARY

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
ACRES ROAD	PRIVATE		GRAVEL	LOCAL
ADAMS STREET	CITY	.30	PAVED	LOCAL
ALEXANDRA ROAD	CITY	.23	PAVED	LOCAL
ANDREWS STREET	CITY	.23	PAVED	LOCAL
ARMORY STREET	CITY	.17	PAVED	LOCAL
ASH STREET	CITY	.19	PAVED	LOCAL
AUTUMN STREET	CITY	.11	PAVED	LOCAL
BARTLETT STREET	CITY	.13	PAVED	LOCAL
BEECH STREET	CITY	.10	PAVED	LOCAL
BLUEBERRY LANE	PRIVATE	.21	GRAVEL	LOCAL
BOOKER ROAD	CITY	.27	PAVED	LOCAL
BRIDGE STREET	CITY	.8	PAVED	LOCAL
	STATE AID	.21	PAVED	LOCAL
BROOKSIDE DRIVE (SUBDIVISION APPROVED ROAD)				
BRUNSWICK AVENUE	STATE AID	5.87	PAVED	PRINCIPAL ARTERIAL
BRUNSWICK ROAD	STATE AID	1.64	PAVED	LOCAL
BRUNSWICK TERRACE	CITY	.13	PAVED	LOCAL
CANNARD STREET	CITY	.32	PAVED	LOCAL
CAPEN ROAD	CITY	1.77	PAVED	LOCAL
CEDAR STREET	CITY	.09	PAVED	LOCAL
CENTRAL STREET	CITY	.71	PAVED	MAJOR COLLECTOR
CHERRY STREET	CITY	.08	PAVED	LOCAL
CHESTNUT STREET	CITY	.19	PAVED	LOCAL

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
CHURCH STREET	STATE AID	.22	PAVED	MINOR ARTERIAL
CLINTON STREET	CITY	.16	PAVED	LOCAL
COBBOSSEE AVENUE	CITY	.79	PAVED	MINOR ARTERIAL
COMMONWEALTH ST	CITY	.12	PAVED	LOCAL
COSTELLO ROAD	CITY	2.05	PAVED	LOCAL
COTTAGE STREET	CITY	.32	PAVED	LOCAL
DANFORTH STREET	CITY	.13	PAVED	LOCAL
DEANE STREET	CITY	.25	PAVED	LOCAL
DENNIS STREET	CITY	.14	PAVED	LOCAL
DEPOT SQUARE	CITY	.14	PAVED	LOCAL
DRESDEN AVENUE	CITY	.62	PAVED	LOCAL
ELM STREET	CITY	.24	PAVED	LOCAL
EVERGREEN DRIVE (APPROVED SUBDIVISION STREET)				
FAIRVIEW STREET	CITY	.19	PAVED	LOCAL
FILLMORE PLACE	CITY	.19	PAVED	LOCAL
FIRE ROAD 1	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 2	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 3	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 4	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 5	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 6	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 7	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 8	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 9	PRIVATE		GRAVEL	LOCAL

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
FIRE ROAD 10	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 11	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 12	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 13	PRIVATE		GRAVEL	LOCAL
FIRE ROAD 14	PRIVATE		GRAVEL	LOCAL
FOUNTAIN STREET	CITY	.23	PAVED	LOCAL
FREMONT STREET	CITY	.12	PAVED	LOCAL
GARY STREET	CITY	.06	PAVED	LOCAL
GREEN STREET	CITY	.06	PAVED	LOCAL
GRIFFIN STREET	CITY	.23	PAVED	LOCAL
JUDRUN DRIVE	CITY	.15	PAVED	LOCAL
HARDEN STREET	CITY	.06	PAVED/ GRAVEL	LOCAL
HARRISON AVENUE	CITY	1.03	PAVED	LOCAL
HESELTON STREET	CITY	.13	PAVED	LOCAL
HIGH HOLBORN ST	CITY	.66	PAVED	LOCAL
HIGHLAND AVENUE	STATE AID	1.52	PAVED	MAJOR COLLECTOR
HILLCREST STREET	CITY	.20	PAVED	LOCAL
HILLSIDE CIRCLE	CITY	.25	PAVED	LOCAL
HILLSIDE LANE	PRIVATE	.13	GRAVEL	LOCAL
IRON MINE PARK	PRIVATE	.22	PAVED/ GRAVEL	LOCAL
JOHNSON STREET	CITY	.21	PAVED	LOCAL
KAREN DRIVE	CITY	.25	PAVED	LOCAL
KINGSBURY STREET	CITY	.27	PAVED	LOCAL
LAWRENCE STREET	CITY	.08	PAVED	LOCAL

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
LIBBY HILL ROAD	CITY	1.56	PAVED	LOCAL
LIBERTY STREET	CITY	.15	PAVED	LOCAL
LINCOLN AVENUE	CITY	1.27	PAVED	LOCAL
MAINE AVENUE	STATE AID	.40	PAVED	PRINCIPLE ARTERIAL
MAPLE STREET	CITY	.23	PAVED	LOCAL
MARSTON ROAD	STATE AID	3.91	PAVED	LOCAL
MARSTON TERRACE	PRIVATE	.11	GRAVEL	LOCAL
MATTSON HEIGHTS	CITY	.36	PAVED	LOCAL
MECHANIC STREET	CITY	.11	PAVED	MINOR ARTERIAL
MIDDLE STREET	CITY	.18	PAVED	LOCAL
MILL STREET	CITY	.05	PAVED	LOCAL
MT. VERNON ST	CITY	.32	PAVED	LOCAL
MULLINS DRIVE	CITY	.14	PAVED	LOCAL
NEAL STREET	CITY	.18	PAVED	LOCAL
NORTH STREET	CITY	.07	PAVED	LOCAL
NORTHERN AVENUE	CITY	.42	PAVED	LOCAL
OAK STREET	CITY	.27	PAVED	LOCAL
ORCHARD STREET	CITY	.14	PAVED	LOCAL
PARTRIDGE DRIVE	PRIVATE	.19	GRAVEL	LOCAL
PHILLIPS STREET	CITY	.11	PAVED	LOCAL
PIERCE STREET	CITY	.28	PAVED	LOCAL
PINE STREET	CITY	.10	PAVED	LOCAL
PLAISTED STREET	CITY	.14	PAVED	LOCAL
PLEASANT STREET	CITY	.23	PAVED	LOCAL

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
PLUMMER COURT	CITY	.05	PAVED	LOCAL
PLUMMER STREET	CITY	.15	PAVED	LOCAL
POPE STREET	CITY	.22	PAVED	LOCAL
PRAY STREET	CITY	.17	PAVED	LOCAL
PROSPECT STREET	CITY	.06	PAVED	LOCAL
RIVER AVENUE	STATE AID	5.46	PAVED	MINOR ARTERIAL
RIVERSIDE ROAD	CITY	1.04	GRAVEL	LOCAL
RIVERVIEW DRIVE	CITY	.54	PAVED	LOCAL
ROBINSON STREET	CITY	.05	PAVED	LOCAL
ROLFE CIRCLE	CITY	.25	PAVED	LOCAL
SAWYER STREET	CITY	.21	PAVED	LOCAL
SCHOOL STREET	CITY	.27	PAVED	LOCAL
SHERBURNE AVENUE	CITY	.27	PAVED	LOCAL
SNOW STREET	CITY	.10	PAVED	LOCAL
SOUTH STREET	CITY	.07	PAVED	LOCAL
SPRING STREET	CITY	.57	PAVED	LOCAL
SPRUCE STREET	CITY	.10	PAVED	LOCAL
STANLEY LANE	PRIVATE	.12	GRAVEL	LOCAL
STEAMBOAT STREET	CITY	.07	GRAVEL	LOCAL
SUMMER STREET	CITY	.34	PAVED	LOCAL
SUNSET CIRCLE	CITY	.06	PAVED	LOCAL
TILBURY PARK	CITY	.23	PAVED	LOCAL
TOWNSEND PLACE	CITY	.06	PAVED	LOCAL
UNION STREET	CITY	.10	PAVED	LOCAL
VAGABOND PARK	PRIVATE	.17	GRAVEL	LOCAL

ROAD NAME	OWNERSHIP	LENGTH IN MILES	MATERIAL	FUNCTIONAL CLASS
VINE STREET	CITY	.10	PAVED	LOCAL
WALNUT STREET	CITY	.13	PAVED	LOCAL
WARREN AVENUE	PRIVATE	.11	PAVED	LOCAL
WASHINGTON AVENUE	CITY	.46	PAVED	LOCAL
WATER STREET	STATE AID	1.33	PAVED	MINOR ARTERIAL
WEEKS ROAD	CITY	1.02	PAVED	LOCAL
WEST HILL ROAD	CITY	.81	PAVED	MAJOR COLLECTOR
WEST HILL TERRACE	CITY	.10	PAVED	LOCAL
WEST STREET	CITY	.67	PAVED	LOCAL
WILLOW STREET	CITY	.12	PAVED	LOCAL
WINTER STREET	STATE AID	.34	PAVED	MAJOR COLLECTOR

)  
City Property List/Description

7/8-1 26 Libby Hill Road  
Value 259,000 Buildings  
Pump Station 891 Square Foot Building  
1985 - Pump Equipment

7/9 28-44 Libby Hill Road  
Value 7740 Land Cemetary  
2.6 Ac.

13/7 451 Rear Marston Road  
Land Value 12,200  
53 Acres Located Between Costello & Capen Roads

14/1 22 Sherburne Av  
Gravel Pit  
Land Value 3,320  
11.5 Ac.

16/29 794-796 Brunswick Av  
Land 5400  
.6 Ac. Vacant Lot

19/15A 197-209 Brunswick Rd  
Public Works 7 Ac..  
Land 22,350 Buildings 212,040 234,390  
Concrete Building 7200 Square Feet 1960  
Wood Garage 45' x 100 4500 Square Feet 1978

21/6 540 River Av  
Sewer Treatment Plant  
5 Ac.  
Land 20,770, Building 2,408,000 2,428,770  
Brick/Concrete 25,000 Square Feet 1981  
Composting Bldg 52 x 127 (6604) Square Feet (1981)  
Curing Building 52 x 142 7384 Square Feet 1981

24/3 145-157 Lincoln Av  
Quimby Field 5.2 Ac  
Land 55,710 Buildings 38,830 94,540  
Reviewing Stands Bleachers  
Refreshment Stand Tennis Courts  
Storage Building

24/4 133-143 Lincoln Av  
Memorial Park  
8.2 Ac  
Land 29,670



27/19-1 26-46 Brunswick Road  
Control Building - for Water District  
Woodframe 324 Square Feet and Metal Radio Tower  
Buildings \$7200.00

31/33 46 Central Street  
Former Cent St School  
Sold to Masonic Lodge in 1993

31/70 12 Plummer Street  
Former Plummer St School used by Headstart Program  
170' x 128 Square Feet Land  
Land 25,230 Building 234,860 260,090  
3 Story Brick 2804 Square Feet 1st Floor x 3 (8412) Total Sq Feet

34/73 17 Robinson St  
Land - 330  
Use?

34/82 487-525 Water Street  
Land 21,620  
Used as Parking Lots off Summer Street

34/109 272-278 Water Street  
City Mini-Park  
52'x85 Land 19,110

34/131 58 Brunswick Av  
Corner Lot/Brunswick & Church  
73 x 75  
Land \$6450

34/155 20 Church St  
City Hall Complex  
Land 42,780 Buildings 853,120 \$895,900  
Concrete City Hall 6985 1972  
Fire House 6044 1972

34/176 19 Pleasant St  
O.C. Woodman School  
Brick 3 Story 1920, (13404 1st floor)  
Land 64,320 Buildings 1,046,280 1,110,600

34/295 2 Church Street  
Gardiner Common 2.72 Ac  
Land 77,840

36/151 142 Highland Av  
Park Intersection  
Highland & Winter  
70' x 62

37/1A 10 Bridge St  
Land Adjacent to Cobbossee Stream  
& former Truitt Building  
Land 23,490

37/103 27 Bridge St  
37/104 Land Adjacent to Stream & Bridge St  
Entrance to back of Hanaford Lot  
Land 22,730 & 7560

37/106 Bridge St/Maine Av  
&138 Parking Lot Cobbossee Stream  
Land \$83,130 - 21,390

37/113 315 Water St  
New City Park  
Land 23,430 & 9960

37/155 Warf Park & Pumping Station  
156 Parking Lot & Boat Ramp  
Land 368,000 & 58,500  
Buildings 1,291,340

Total 1717.840

Pump Station  
Concrete 1012 Square Feet

39/1 21 Phillips  
Land Adjacent to Gravel Stip  
Land \$1500.00

39/3 5 Philips  
Land - 17,660 at Pit area

39/5 867-869 River  
Gravel Pit Area  
Land \$740.00

39/7 6-8 Sherburne Ave  
Land \$840  
Park - Area

40/27 737  
Land Adjacent to Johnson St  
Value \$6480.00

40/44 721 River Av  
41/1 Former So Gardiner School  
Land 8380  
Buildings 103,280  
Total 111,660  
Woodframe 2 Story 1976 Per Floor  
1880

40/57A 30 Riverview Dr  
Pump Station Sewer  
Land 1070 Buildings 18,760 19,830  
105 Square Feet - 1982 - Concrete

41/13 675 River Av  
South Gardiner Cemetary  
Land \$13,690

41/67 692 River Av  
Fire Station  
Land 9830 Buildings 60,340 Total 70170  
Concrete 1612 Square Feet 1955

25B/15 236 Highland Av  
Highland Av Cemetary  
Land 53,820

25B/16 10 West Hill Road  
West Street Cemetary  
Land 42,750

## **POLICIES**

1. The City recognizes that sound infrastructure planning is based upon adequate and reliable data. The City shall improve its current infrastructure data base especially in the following areas: drainage system, utility mapping, and sewer system.
2. The City shall continue to pursue State and Federal grants in order to complete infrastructure projects .
3. The City shall develop a capital improvements plan that provides for an adequate level funding in order maintain the City's infrastructure in good repair.
4. The City shall adopt the Road Management System as developed by the Local Roads Center.
5. The City shall place an emphasis upon improving the City's sidewalk condition.
6. The City shall develop a plan for the on-going maintenance of the drainage system and shall adopt uniform stormwater standards for all new development.
7. The City shall continue to pursue grant funds for the sewer expansion on Brunswick Avenue and shall fund this expansion with a combination of grants and user fees.

## **IMPLEMENTATION STRATEGY**

1. The public works director shall complete the following tasks by January 1997: develop a data base for the drainage system and the sewer system, implement the Road management System, and assist the Planning Board in the creation of stormwater standards for new development.
2. The City Manager and the Economic Director shall identify and apply for various State and Federal Grants whenever possible in order to improve the City's infrastructure, including the expansion of the sewer on Brunswick Avenue.
3. The City Council shall appropriate adequate funds each year to finance the maintenance of the City's infrastructure in a manner that does not allow any portion of it to fall into disrepair.

## **PLAN INTEGRATION**

The maintenance and improvement of the City's infrastructure is an expensive but very necessary part of the City's responsibilities. This task in past years was not always done wisely and in the most cost effective manner but was guided by political and sometimes arbitrary decisions.

It is essential for the City to plan all of its maintenance and improvement projects in a way that is based upon good data in order to make the most efficient use of its tax dollars. The City should also use grant funds whenever possible as a way to reduce cost.

# **) PUBLIC SEWER SYSTEM**

## **SECTION 12**

### **SUMMARY**

This section will cover the operation and administration of the sewer treatment facility and collection system.

### **GOALS**

1. Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
2. Protect the quality and manage the quantity of the City's water resources, including streams, aquifers, ponds and rivers.
3. Maintain the City in sound fiscal condition by means of long range planning and capital improvements program.

### **DATA**

See the Municipal Infrastructure Data.

### **ANALYSIS**

The Gardiner Wastewater Transport and Treatment system was completed and started up in October 1982. The new construction included the Wastewater Treatment Plant, Maine Avenue Pump Station, Randolph Pump Station, South Gardiner Pump Station, and two major interceptor sewers; the Kennebec interceptor and the Cobbossee interceptor lines. Two large syphon structures were also built to convey sewerage under streams and a long force main sewer which crosses the Kennebec river transporting sewerage from Randolph pump station to the Gardiner sewer system.

The staff consists of five employees: plant manager, lab tech operator, mechanic, and two operators. The responsibilities of the staff are the operation and maintenance of the system except for the Randolph pump station which is operated by the Town of Randolph.

The system handles waste from Gardiner, Farmingdale and Randolph and from a variety of commercial businesses of which the largest is the Yorktowne Paper Mill. The mill is required to pre-treat its waste and contributes approximately 20% of the loadings to the facility. The system serves a population equivalent of 11,500 people, a sewered population of 7,000, and, an industrial population of 4,500.

The residual or sludge left over from the treatment process is currently landspread on farm fields in the region. 100% of the sludge is landspread (2340 cubic yards) on 6 licensed sites which are located within 15 miles of the plant. The treatment plant was originally designed to compost the sludge at the plant, however, after a number of complaints and a law suit from neighbors, the compost section of the plant was closed.

The treatment facility is a recent design and the loadings are at about 60% of the 20 year design. The facility can handle additional development, however, the DEP has limited the growth of new connections because of the occurrence of storm overflows. During some large storms the sewer system lines become flooded with water from the storm drainage system and over-flows into the river at the main pump station and at the Rolling Dam Brook station. The over-flow goes untreated into the Kennebec River. The City has taken a number of steps to eliminate all combined sewer and storm drains in order to remove this problem and has developed an agreement with the DEP to allow new users into the system based upon the work already completed to improve the system. The over-flow rates are down, and the continued infrastructure work to the sewer lines should eliminate the problem completely.

The entire system is funded by an enterprise fund in which sewer users fees are collected and an annual budget prepared for operation and maintenance cost. The recent construction of the treatment facility means that future capital expenses for new facilities will not be necessary, however, the plant is approaching the time that major work will have to be completed on portions of the treatment facility. The design life of a plant of this type is 20 years.

The Wastewater Department maintains membership in the national Water Pollution Control Federation, the New England Water Pollution Control Association, the Maine Wastewater Control Association, and the Maine Safety Council. Personnel all hold operators licenses of various grades issued by the DEP and attend training courses sponsored by the Joint Environmental Training Coordinating Committee.

The Cobbossee interceptor sewer consists of 8,600 feet of pipe ranging in size from 8 to 24 inch diameter and runs between the downtown area and a point just below the Gardiner Water District Dam and pumping station.

The Kennebec interceptor is the main trunk sewer and is 12,600 feet long. It runs from Kingsbury Street along River Avenue to the treatment facility. The 30 inch diameter line has a peak capacity of 6.5 million gallons per day allowing for the wastewater flow from future development over the next 40 to 50 years.

The Maine Avenue Pump Station is located on the north side of the former Gardiner/Randolph Bridge at the Depot Square. It receives wastewater from a large portion of Gardiner as well as from Farmingdale. The pumping station has a capacity of 1.5 million gallons per day under average flow conditions. All the wastewater handled by the pumping station is pumped into the Kennebec interceptor sewer.

The South Gardiner Pumping Station is designed to pump waste from the South Gardiner area. The interceptor line which collects waste from the areas consist of a 8 to a 10 inch diameter pipe and runs for a distance of 7,200 feet.

The Sewer Enterprise Fund includes a depreciation line item of \$15,000 which is set-aside for major capital cost and equipment replacement. The estimated economic life of the treatment plant is 20 years and the capital repair/upgrade cost would be in excess of 1 million dollars.

The Sewer Account, starting in 1992, included the cost of the maintenance and repair of the City's sewer infrastructure. This includes construction materials and the salary of two sewer maintenance workers from the Public Works Department. Prior to 1992, the cost of sewer maintenance and improvement was included in the City's Public Works budget.

The shifting of the cost of sewer maintenance to the sewer district is an attempt to fund these items by sewer user fees instead of the general budget. The 1993 construction material budget was \$16,000, and maintenance salary was \$38,215.00. The cost of a sewer billing clerk assigned to City Hall is also assessed to the Sewer Enterprise Fund.

The treatment plant is a secondary, or biological system utilizing rotating biological contactors or RBC's. This type of treatment is known as fixed film and is similar to the trickling filter type of treatment. Screening material removed at the beginning stage of treatment (.5% of the waste is removed at this stage) is landfilled at the Waste Management facility in Norridgewock. Approximately 43 cubic yards of dewatered sludge is produced each week and is delivered to area farms for land spreading.

Landspreading is projected to be the sole source of sludge disposal into the foreseeable future. The Plant is licensed by DEP to landfill sludge at the Facility in Norridgewock as an alternative source of disposal. The landspreading of the sludge is at the present time the most cost effective disposal method.

The plant is not licensed to take private septage, and there are no current plans to accept private septage at the facility.



The sewer system has a 20 year design flow of 1.65 million gallons per day. The current 365 day average daily flow is 1.015 million gallons per day or 61% of design capacity. The hydraulic maximum flow capacity of the plant is 2.5 million gallons per day. The plant has a 20 year design for BOD loading of 3810 pounds per day, and the past one year average is 2390 pounds per day or 63% of design capacity.

The 20 year design loading for TSS is 3855 pounds per day and the past one year average is 1930 pounds per day or 50% of design capacity. The Yorktowne Paper Mill is the major industrial user of the system and contributes about 20% of the BOD and TSS loading to the plant. Residential users account for the balance of the use.

The plant has ample treatment capacity for future use, however, this is limited due to a problem with combined sewer overflows. The City has an agreement with the DEP to allow new users to the system based upon system improvements completed over the past 10 years. The City is developing, according to a Federal and State Regulation, a Facilities Plan which will address the City's long term plan to completely eliminate all overflow problems. Upon the acceptance of the plan by the DEP all restrictions upon new users will be removed.

The City has already removed 85% of the inflow into the sewer system, and the balance of the improvements will be completed over the next 10 years.

The sewer treatment plant, since its completion, received complaints concerning odors from nearby South Gardiner residents. The complaints resulted in a lawsuit, and eventually the City settled the suit by purchasing one residential property and agreed to make a series of odor abatement repairs. The final ventilation and odor control retrofit occurred in July 1990. New air exhaust fans and a large odor scrubber were installed, and a block wall was constructed to isolate the head works room where the odors originated. The total project cost was \$200,000.00. The odor problem has been solved, and the odor appears to be normal for a plant of this type. Occasional odor complaints have been logged since 1990 and have been attributed to odors coming from sludge transport and chemical scrubber smells.

Some additional odor problems occur within the downtown area and are attributed to discharges from the Yorktowne Paper Mill. The warmer than normal mill discharge combined with some weather patterns produce some odors in the downtown area for a short duration.

The Sewer Treatment Facility is completely funded by user fees. Residential users comprise approximately 82% of rate collections and the paper mill for the balance. There are no impact fees in place to account for the impact of new development. The City does have a capital fee for new sewer connections from any structure built prior to 1982, however new structure connections are only assessed a small connection fee.

The City does not have a plan in place to allocate capacity among its member communities for new development and does not have any programs designed to reduce water usage .

Other areas of concern include the fact that the plant will require upgrades/repairs in excess of 1 million dollars in or around 2002, and currently no plans are in place to finance this cost.

## **POLICIES**

1. The City shall implement the recommendations of the Sewer Facilities Plan and continue to make improvements to the system in order to eliminate all overflows.
2. The City shall develop a plan along with other member communities to allocate capacity to account for new development.
3. The City shall develop a capital improvement account within the Sewer Enterprise Fund in order to finance the major capital cost required for the plant's 20 year upgrade. The expiration of the plants original bonds will provide a source of funds for this account.
4. The City shall continue to allocate sufficient funds to perform system maintenance in a manner that keeps the system operating in an efficient manner.
5. The City shall develop an uniform impact fee for all new users of the public sewer system and shall develop a water reduction program.

## **IMPLEMENTATION STRATEGY**

1. The Sewer Treatment Advisory Committee shall develop a plan to allocate unused capacity among member communities; develop a water reduction program; develop an impact fee for all new sewer users, and develop a plan to finance the treatment plant's capital improvements by January 1997.

## **PLAN INTEGRATION**

The recent shifting of the complete cost of maintenance of the sewer system to the user fees is a practical and sound strategy on the part of the City, and this should be continued. The overall cost of the sewer system will continue to rise in a large part due to State and Federal laws and regulations that prescribe new testing requirements and system improvements. Despite these additional cost, the overall goal of State and Federal regulations are to improve the water quality of waters receiving treatment facility wastewater. This goal should be supported by the City despite the increased cost because the long term benefit to the City from a cleaner Kennebec River will far out weigh any additional cost incurred due to sewer system improvements.

# **MUNICIPAL WATER SYSTEM**

## **SECTION 13**

### **SUMMARY**

This section will cover the water distribution system operated by the Gardiner Water District.

### **GOALS**

1. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
2. Encourage new development requiring public water and sewer to locations in and adjacent to existing service areas.

### **DATA**

### **ANALYSIS**

The Water District is a quasi-municipal organization that serves a total of 4 communities. The City has 3 members on the Gardiner Water District Board of Trustees. The District is responsible for the design and maintenance of the entire water distribution system including new development review and approval and capital infrastructure planning and improvements.

The City relates with the Water District on many levels including: land use planning and development; fire service; public works and road maintenance; and the Cobbossee Watershed District.

The City of Gardiner has had a public water system since 1885. The Water District supplies

water to approximately 90% of Gardiner's population and also supplies water to the following communities: Randolph, Farmingdale and Pittston.

Water is available throughout the City except for the following areas: Marston Road, portions of the Capen Road and the Costello Road, Weeks Road, Booker Road, sections of the Libby Hill Road, some fire roads and Brunswick Avenue south of Route 95.

### Consumption

Current demand for water in all communities served by the Water District averages 850,000 gallons per day. Current capacity is estimated at two million gallons per day. There are not any current expansion plans since the current capacity exceeds projected growth demands. Major water users include Yorketowne Paper and Associated Grocers.

### Water Conservation

The District does not have a water conservation program for residential or commercial customers. The recent federal requirement for 1.6 gallon water closets will over time impact overall water usage in residential dwellings as plumbing facilities are up-graded or repaired.

### Growth, Demand and Capacity

The Water District does not have a system or procedure to allocate its unused capacity to each of its participating communities. Development review is the responsibility of each community and participation/involvement of the Water District varies with each Town. Gardiner requires the Water District to review all subdivisions utilizing public water, however, review is not required for other types of development.

The Water District controls the installation of all service mains and distribution mains. Developers must work directly with the Water District to coordinate the design, installation, inspection, and acceptance of all water service equipment.

The City and the Water District do not participate in any joint planning with respect to future land use planning for residential or commercial development. The future implementation of this Comprehensive Plan would be a perfect opportunity for both parties to work together to develop the City's new Zoning Map and Land Use Regulations.

Other areas that could benefit from joint planning are water system improvements and road repair and improvement projects. The City and the District should develop a procedure to coordinate all improvement projects that affect road and/or rights of way in order to reduce cost and eliminate redundant work. Both parties have cooperated with each other in the past, however, this process would be improved if a formal policy were established that required each party to plan their work projects together.

One additional area of cooperation that would assist the City with road maintenance is the

development of a standard for road repair and construction. This type of standard establishes requirements for how the road surface is repaired after construction and is essential for ensuring that the repaired road surface will function without additional repair. The Public Works Director developed a Road Repair and Construction Standard however it was never enacted by the City Council.

### Water Source

The primary water sources are two wells located on the westerly side of River Avenue adjacent to the Kennebec River. The two wells are located on property formerly owned by the Gardiner Estate which is used for open space and agriculture. The wells are located on an aquifer recharge area identified by the Maine Geological Survey. The wells have been used for 10 years. The District does not anticipate an exhaustion of the aquifer recharge area. The District has looked at alternative well locations in other sites in South Gardiner in the past.

The two main wells are located in an area that is not developed, however, it is prone to certain hazards such as: roadway run-off; stormwater drainage which flows from higher elevations above the well site; and from agriculture activities from the Gardiner estate. The City does not have any special zoning or other protection measures in place to protect these well locations. The best approach to take for protecting the well sites is to adopt a Well Head Protection Program which is currently a volunteer program administered by the State. This program contains a planning and implementation procedure which would provide the necessary protection for the water source.

The secondary water source for the District is located at Cobbossee Stream, and this source has not been utilized. The use of an open water source by the District would entail a major expense for additional water treatment that would raise the current rates significantly. The enactment of a Well Head Protection Plan is a prudent and cost-effective approach for the District to ensure the continued quality and supply of water well into the future.

### Distribution System

Gardiner's water mains range in age from 100 years old to new replacement lines. Pipe sizes range from 4 inches to 12 inches in diameter and are generally made of cast iron. Service lines are usually copper and range in size from 3/4 inch to 2 inches, depending upon the building being served.

The distribution system operates by gravity flow in some areas and by pumping in other sections of the City. Water storage tanks are located in Gardiner on Libby Hill Road, Cobbossee Avenue, Brunswick Road, Capen Road, and Highland Avenue; in Randolph on Windsor Street and in Farmingdale at Hayford Heights. Pumping stations are located in Gardiner on Brunswick Avenue, South Gardiner, and Cobbossee Stream. Water treatment facilities are located adjacent to the Water District Dam located at New Mills Bridge.

A new flushing program was instituted in 1993 to help clean the lines. Prior to this program, the district did not have a regular flushing program. The District has a water main replacement and improvement program to eliminate some of the older leaking and reduced size pipes.

#### Water Pressure, Volume and Quality

The water quality, pressure and volume throughout the system is good, however, there are some problem areas due in part to the age of the system in some areas and the lack of a regular maintenance program in the past. Some of the problem areas are as follows:

1. Water pressure fluctuations occur in some areas especially in South Gardiner.
2. Discolored water appears after periods of high usage such as a fire.
3. Low water pressure occurs adjacent to water towers.
4. Areas served by older water mains experience some problems with water pressure and volume.
5. The build-up of minerals in the pipes has reduced the water volume in some areas.
6. Volume reductions can occur in some situations where a high demand for water is called for, as in the case of a fire. Water pressure fluctuations can be handled in these situations with the use of the pumps on the fire trucks.

#### **POLICIES**

1. The City shall cooperate with the Water District's efforts to develop a Well Head Protection Program particularly with respect to Zoning restrictions.
2. The City will develop a comprehensive stormwater and erosion control standards for all development in order to protect surface waters, wells and aquifers.
3. The City will develop in cooperation with the Water District a Standard for Road Repair Construction.
4. The City will involve the Water District in all future Land Use Planning in order to coordinate future development plans with the Water District's plans for water main improvement and expansion.

5. The City shall support increased capital improvement projects undertaken by the District to replace distribution lines, improve water quality, improve water pressure and volume problems, and expand the system into new growth areas.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall include the Water District in the planning process for the development of the new Land Use Ordinance and Zoning Map.
2. The City Council shall actively support the future efforts of the District to improve the water supply system.
3. The City Council shall encourage the Water District to quickly develop a Well Head Protection Plan and shall supply the necessary resources to assist with the plan.

## **PLAN INTEGRATION**

The continued safe and efficient operation of the water supply system is of vital importance to the City with respect to the health and safety of its citizens and for accommodating new growth and development. The location of new commercial and residential developments are dependent upon the availability of a safe, economic and adequate water supply. The previous lack of joint planning between the City and the District with respect to new development must be addressed if the City hopes to continue with its efforts of economic development. The existing problems with the water supply system, while the direct responsibility of the District, are of special interest to the City, especially with respect to fire protection, and the protection of the well sites from hazards.



# **SOLID WASTE AND RECYCLING**

## **SECTION 14**

### **SUMMARY**

This section of the plan deals with the City's solid waste and recycling programs and associated facilities. Areas to be covered include a description of the current trash pick - up system, recycling program, spring clean-up program, Hatch Hill trash disposal agreement, and trash disposal options such as transfer stations and alternative regional solid waste agreements.

### **GOALS**

1. Promote municipal and community programs which minimize the generation of solid waste and encourage recycling programs.
2. Promote regional solutions for common concerns, problems and issues among neighboring communities.

### **DATA**

See the following data section: Municipal Infrastructure.

### **ANALYSIS**

The City's current solid waste and recycling program are administered by a part time director and are operated in conjunction with the Hatch Hill Disposal Facility located in Augusta. Private haulers are licensed by the City to remove both trash and recyclable materials. The City also provides a spring clean-up program and a recyclable drop-off location in South Gardiner. The following materials may be taken to the drop off location: cardboard, clear glass, #2 natural plastic, #2 colored plastic, bi-metal cans, hard cover books, #1 low grade paper, #2 high grade paper, and #3 coated paper. The City is currently exploring adding chipboard and textiles to the list of acceptable materials.

The existing solid waste program developed as a result of the 1988 comprehensive plan which recommended the formation of a solid waste and recycling committee to explore various options for the City and to develop a proposal. The committee considered a number of options for the city among which was public trash collection. This was a very popular idea in the early 1980's and considered by the City administrators to be a cost-effective alternative to private haulers. The committee finally did recommend that the City develop a public trash collection system, however, the City Council decided to continue the use of private haulers.

In 1992 the City developed a recycling program and a system to license private haulers within the City. All private haulers are required to offer recyclable pick-up at least once a month. The materials may be brought to the Hatch Hill Facility or to the South Gardiner drop-off location. All trash haulers are required to report the quantity of recyclable materials to the City.

City residents are provided with a recycling bin to make it easy to separate recyclables, and the City purchased a recycling truck and bin with a State grant. The truck and bin are now used for special events and for leaf collection.

The drop-off system is very successful, especially the cardboard collection. The cardboard is taken to New England Processing located in South Gardiner and to the Yorktowne Paper Mill in Gardiner. The drop-off program is popular with residents, local businesses and out of town residents. The Town of Randolph and Pittston are partners with the City in the drop-off center in South Gardiner.

The City is currently recovering 29.7% of its discarded materials through a leaf composting program and recycling. The current program is successful, however, it could be improved in a number of areas including greater participation among households, expanding the number of materials to be recycled, and private haulers offering more frequent pickups.

The City's current disposal agreement with Hatch Hill has operated well for the City because it has removed the responsibility of owning and maintaining a municipal dump or transfer facility from the City. The current capacity of the Hatch Hill Facility is limited and at some point in the future the City will have to locate another disposal option, however, it should still keep some sort of regional system option as a priority. Some possible future options are to construct a city transfer station and develop a contract with a regional trash facility or hire a full time coordinator to operate the program. The other option is to develop a relationship with another community to use their facility. This option is the most cost-effective as long as the facility is within proximity to the city for both private haulers and private citizens.

The City has operated a spring clean-up program since the 1987 flood. The program started as a way to assist property owners clean up after the flood. However, due to public interest, the City has offered the clean-up every year. The public opinion survey rated the spring

clean-up very highly, however, the program is not without its problems. Public Works spends a great deal of time with the program and it frequently takes more time to complete than planned. The program now requires citizens to purchase a collection tag and a fee must be paid to offset some of the disposal cost associated with the program. The pick-up now limits the amount taken from a single address to a 6 yard truck-load as a way to reduce some of the impact upon public works staff time. Future plans for the clean-up program include composting as much material as possible and recycling as much as possible. Residents are currently requested to separate materials as a way to better organize the collection.

Despite the popularity of the Spring Clean-up program the City does need to find ways to reduce its cost. Some solutions include finding ways to recycle more materials, to compost and to offer a drop-off point for the specific materials instead of the on-site collection.

The future of the City's solid waste and recycling program will involve around the following issues: find ways to increase recycling levels; develop an organic composting program; continue education programs for school children and the public; explore alternatives to the Hatch Hill facility; foster better cooperation among the private haulers; offer more frequent recyclable pick-ups; increase the levels of backyard composting; and design a more cost effective spring clean-up program. Another important issue is keeping the solid waste and recycling program on a regional level whether it is with Hatch Hill or another regional group. The tendency for Towns to create their own stand-alone systems is very strong, however, it is not a cost effective solution, and a priority should be established for continuing a regional affiliation.

The City's program will also be effected by the state which has mandated certain recycling levels for all towns, and these pressures will influence the program in the future. One way to keep on top of this situation is to maintain a recycling coordinator in order to keep the City's program on track. The City should also continue to pursue grant funds in order to improve the program and increase recycling levels.

## **POLICIES**

The following policies are offered in order to guide the City's solid waste and recycling program for the next 10 years.

1. The City shall continue to maintain a regional affiliation with the Hatch Hill Facility for solid waste and recycling and shall not discontinue the relationship unless it can find a more cost effective regional solution.
2. The recycling coordinator position shall be funded at a level adequate to meet the City's growing recycling program.

3. The City shall continue to find ways to increase the level of recycling throughout the City, develop more programs for composting, and find markets for additional recyclable materials.
4. The spring clean-up program shall continue to be offered however alternatives should be explored that would reduce the cost of the program.
5. The City shall explore alternative ways of handling the pick-up of waste within the City if the current system is unable to meet future needs and recycling goals.

## **IMPLEMENTATION STRATEGY**

1. The recycling coordinator shall develop and implement new ways to increase recycling levels.
2. The City Manager and the Recycling Coordinator shall pursue grant funds for the expansion of the City's recycling program.
3. The City Manager shall develop an alternative regional proposal for the City to dispose of its solid waste if a more cost effective program can be found or if the Hatch Hill facility is no longer able to handle the City's waste.

## **PLAN INTEGRATION**

The current solid waste agreement with the Hatch Hill facility in Augusta is an example of how regional solutions can work effectively for the City. The future of the Hatch Hill facility is questionable, so the City needs to seek potential options for its program. If the need arises, every attempt should be given for a regional solution. The cost effective advantage of a regional agreement must be kept as a priority. The tax funds required to construct a local transfer station are an expense that the City does not have to bear alone if it continues to use a regional approach.

# **TRANSPORTATION AND PARKING**

## **SECTION 15**

### **SUMMARY**

This section of the Plan deals with the transportation issues such as roads, railroads, walkways, bike paths, mass transportation and airports. The discussion of transportation issues was once dominated by the issues relating to the automobile and the road system. The recent changes in Federal legislation resulted in the creation of Regional Transportation Advisory Committees for various regions throughout the State. The purpose of these groups is to develop regional transportation plans for the State that incorporate all the different forms of transportation. The State's plan is guided by the Sensible Transportation Policy Act which requires the State to develop comprehensive transportation plans that make the best use of each form of transportation and develop ways to interface these different forms by using such items as rail and truck terminals and other similar methods.

The City was represented by Diane Casey on the Region 4 Transportation Advisory Committee and in 1994 the committee developed a transportation plan for submission to the State. The State will take all of the reports from each region and develop a comprehensive plan for the State that also takes into account the various regional issues and concerns. A copy of the Region 4 committee report is included in the Plans Data Section for reference.

Other sections of the Plan should be referenced as this section is read. The key sections to refer to are: Municipal Infrastructure, Regional Plan, Capital Improvements Plan, Economic Development and Land Use. The road data including replacement and maintenance data is contained in the Municipal Infrastructure section and the Open Space and Recreational Section will contain data concerning bike paths, trails, and snowmobile trails.

### **GOALS**

1. Encourage orderly growth and development in appropriate areas of the City while protecting the City's rural character, making efficient use of public services and preventing sprawl development.
2. Promote regional solutions for common concerns, problems and issues among

neighboring communities.

3. Promote an investment and planning program that improves and maintains the City's infrastructure including roads, sewer and stormwater systems and sidewalks.

## **DATA**

See the following data sections: Municipal Infrastructure, Region 4 Transportation Advisory Committee Report, and Transportation Data.

## **ANALYSIS**

The City of Gardiner's primary mode of transportation like many of Maine communities, is the automobile. The City does have a rail line that runs along the Kennebec River, however, the line is now owned by the State and is inactive although seasonal tourist train rides are offered during the summer. An airport is available in Augusta, and some commuter flights are offered. Other modes of transportation exist in the City, however, they still play a minor role compared to the automobile.

The City is located adjacent to both the Maine Turnpike and Route 95 in the southern section of the City. Route 95 provides a major access to the City at the Route 201 Interchange, and the Maine Turnpike is accessible from Route 9/126 through West Gardiner. Other major Routes in the City include, Route 201 which leads from the river south to route 95, Route 24 which follows the river from the downtown south to South Gardiner and Richmond, and Route 9/126 which runs from the Kennebec River along Cobbosseecontee Stream to West Gardiner.

The Marston Road, Capen Road, Costello Road, Libby Hill Road, and Weeks Road are rural roads providing access to the southern sections of the City. These roads have experienced an overall increase in traffic, since 75% of the City's new housing starts have occurred in these areas. The most concentrated rural residential growth area is in the Libby Hill Road and Weeks Road area.

Forty-nine percent of the City's total miles of roads is owned and maintained by the City, another forty-nine percent is State-aid roads, and two percent is owned and maintained by the State. Sixty four percent of the City's total miles of road is classified as local, thirteen percent as principal arterials, eleven percent as major collectors, and twelve percent as major collectors. Principal arterials other than the Interstate include Route 201/Brunswick Avenue east of Route 95. Minor arterials include Water Street/ Cobbossee Avenue, Route

126/9 and River Road near the downtown. Major Collectors include Highland Avenue, Winter Street, West Hill Road, Central Street, Brunswick Avenue west of Route 95 and River Road south of the downtown.

### Road System

A complete summary and analysis of the City's Road System including Drainage System is contained in the Municipal Infrastructure Section of the Plan, and the Road Data sections contain a complete listing of the City's Road condition and replacement schedule. The following discussion will be a summary of some of this information.

The majority of the City's roads are rated in fair condition and 71% or 124,488 feet of roadway is rated as requiring replacement/repavement within the next 10 year period. A total of 20%, 46,329 feet of roadway is rated in poor condition and requires immediate attention. A complete discussion of the roadway improvement schedule is contained in the Capital Improvement section of the Plan.

The high percentage of City roads in fair condition provides the City an opportunity to develop a systematic approach or method for road maintenance and repair. A model such as proposed by the Local Roads Center called the Road Surface Management System would be a perfect tool for the City to develop. This system advocates using various maintenance methods to stretch the life of roads in fair to good condition. The City employs some of these methods already, however, they are not used in a systematic manner. The full use of the Road Surface Management System would allow the City to stretch the use of the roads listed in fair condition for a longer period of time and make better use of the City's road repair dollars.

The roads listed in poor condition would have to be repaired, and the Road Surface Management System would incorporate a system to address this situation. The City has undertaken an aggressive road improvement program over the past 5 years and a complete list of these projects are listed in the Municipal Infrastructure section of the Plan. A major part of this road improvement plan has been the repair and repavement of most of the major roadways in the City including the following: Route 201/Brunswick Avenue was resurfaced by the State, Route 24/ River Avenue was repaired and resurfaced by the State, and Route 126/9 Water Street from the downtown to the New Mills Bridge was recently reconstructed and resurfaced. The section from New Mills Bridge to the West Gardiner Line is still in need of major repairs and is scheduled for future reconstruction.

### Traffic Impacts

The traffic counts or the Annual Average Daily Traffic numbers assembled by the Department of Transportation show an increase in the amount of traffic throughout the City. The traffic counts are taken at a select number of locations and are generally limited to the

) Urban Compact Area. The following is a list of the Annual Average Daily Traffic numbers for some locations in the City:

1. River Avenue South of Cottage Street  
1991- 2600  
1980- 2100
2. River Avenue North of Cottage Street  
1991- 2360  
1988- 2530
3. Water Street South of Library Street  
1991- 2880
4. Water Street North of Library Street  
1991- 3450
5. Church Street South of Mechanic Street  
1991- 3680
6. Maine Ave. North of Water Street  
1991- 6010
7. Maine Ave. South of Bridge Street  
1988- 9570  
1980- 7160
8. Bridge Street At Bridge Intersection  
1988- 16,430
9. Maine Ave. North of the Bridge  
1988- 16,800  
1980- 11,430
10. Bridge Gardiner-Randolph Bridge  
West 1991- 5820  
East 1991- 6000
11. Cobbossee Ave. South of West Street  
1988- 5840  
1980- 3560
12. Cobbossee Ave. East of Harrison Avenue



1988- 6460

13. Central Street East of Cherry Street

1991- 5960

1986- 5410

1980- 3960

14. Central Street Intersection at Water Street

1991- 2260

1980- 1410

15. Water Street Intersection at Central Street

1991- 3810

1986- 3980

1980- 2920

16. Water Street West of Winter Street

1986- 4590

1980- 3490

17. Water Street West of Bridge Street

1991- 5240

1986- 6040

1980- 4990

18. Water Street East of Bridge Street (Downtown)

1991- 3280

1988- 3370

1980- 2620

19. Highland Ave. West of Bridge Street

1991- 4630

1988- 4510

1980- 3240

20. Highland Ave. East of West Hill Road

1988- 4440

1980- 3370

21. Highland Ave. West of West Hill Road

1991- 3560

1988- 2590

1980- 1820

22. West Hill South of Highland Avenue

1991- 3440  
1988- 2810  
1980- 2140

23. West Street North of Cobbossee Avenue  
1988- 2240  
1980- 1740

24. Bridge Street South of Spring Street  
1991- 16,600  
1980- 10,330

25. Bridge Street North of Water Street  
1991- 15,970  
1988- 15,480  
1980- 9,670

26. Spring Street West of Bridge Street  
1991- 1660  
1989- 1470  
1980- 960

27. Brunswick Ave. South of Water Street  
1991- 10,090  
1988- 8700  
1980- 6880

28. Brunswick Ave. North of Marston  
1991- 7090  
1988- 6170  
1980- 3540

29. Brunswick Ave. South of Marston  
1991- 6430  
1988- 5760  
1980- 3110

30. Marston Road East of Brunswick  
1991- 800  
1988- 910  
1980- 680

31. West Street West of Brunswick Avenue

1991- 1040  
1988- 820  
1980- 580

32. Brunswick Ave. North of Route 95  
1991- 4900  
1988- 4750

33. Brunswick Ave. South of Route 95  
1991- 1940  
1988- 1580

34. Route 126/9 East of Route 95  
1991- 4800  
1988- 4560  
1980- 2360

35. Route 126/9 West of Route 95  
1991- 3370  
1988- 2970  
1980- 1640

#### Traffic Impacts General Comments

The increase in the amount of traffic throughout the City will have a number of both positive and negative impacts upon the City's land use patterns. The positive benefit is that increased traffic volume can benefit some of the City's commercial activities that rely upon high traffic counts to attract customers to their businesses. The positive impacts need to be carefully planned and designed so that traffic volumes do not exceed the roadway ability to direct customers to the various commercial sites. A road that experiences very high traffic volumes could work against commercial locations if customers are unable to enter and/or exit the business location in a safe and easy manner. This situation already exist in sections of Farmingdale along Route 201 and along Bridge Street in Gardiner. Both of these locations experience problems with peak traffic volumes and very poor traffic access points to the business locations. The net effect of these situations is that customers are unable to access the commercial locations during prime business hours, and a reduction in sales eventually results. While the traffic volumes may not be able to be reduced, a great deal can be done to design traffic access points that can provide easy ways to access commercial locations. This will be discussed further in this analysis.

The immediate negative impacts of increased traffic volumes can include such items as: increased truck traffic, higher road repair and maintenance cost, higher cost for snow removal, changes to neighborhoods especially to houses with frontage on the road, greater number of accidents, increased risk to children and the elderly, problems with speeding, and

the potential need of new road construction to handle new traffic loads.

The solution to some of these problems are already being discussed to some degree with the creation of the Regional Transportation Advisory Committees. The City needs to take a continued active role in this process and also need to develop a number of transportation policies on it's own to address some of these situations.

### Traffic Impacts Problem Areas

The following areas or locations in the City have been identified as having particular problems with traffic due to volume, peak traffic volumes, road condition, and development pressures:

1. Bridge Street, from the intersection with Water Street and Brunswick Avenue to the Gardiner and Randolph Bridge.

This area experiences two types of traffic related problems. The first is a result of peak traffic flow during the morning and evening hours and lunch hour traffic. This short stretch of road directs traffic from Route 201, Route 126/9 and Highland Avenue towards the Bridge which has experienced increased traffic volumes due to people heading to work to Augusta and local traffic heading towards the Stop and Save on Maine Avenue. The second problem is the multiple traffic access points on the street for Highland Avenue, Spring Street, Summer Street, McDonalds, Cumberland Farms, Rite Aid, and Irving. The volume and proximity of the traffic access points increase the traffic problems on this short road, as traffic is constantly trying to exit and enter the commercial locations and the roads.

2. Highland Avenue, from Bridge Street to West Gardiner.

Highland Avenue has two traffic problems. The first has already been discussed as it relates to Bridge Street, and the second is a result of the general increase in traffic volumes. The daily traffic count at the intersection with Bridge Street in 1980 was 3,240 and in 1991 was 4,630 and west of the West Street Intersection in 1980 was 1,820 and in 1991 was 3,560. The increase in traffic is a result of residential development in West Gardiner and traffic attempting to avoid portions of Route 201 in Farmingdale. The increase in traffic has also resulted in an increase in truck traffic which has been a complaint of the residents on the street.

3. Intersection of Water, Bridge and Brunswick.

This intersection is the major funnel to direct traffic towards the Gardiner and Randolph Bridge and is experiencing an increased amount of truck traffic. Trucks have a very hard time of turning at the intersection, and this causes additional traffic tie-ups as cars must wait or move over for turning trucks. The intersection also serves to direct traffic onto downtown Water Street. The intersection will have to be re-designed in order to re-direct traffic in a

more efficient manner. A re-designed intersection would also help the situation on Bridge Street.

#### **4. Cobbossee Avenue**

Cobbossee Avenue has experienced an increase of traffic volumes, as shown at a location just south of West Street where in 1980 it was 3,560 and in 1988 it was 5,840. The Street provides access into the City from Route 95 and West Gardiner and it also serves as the entrance to the High School located on West Street. The Junior High School is also located on Cobbossee Avenue near the West Gardiner Line. The intersections of West Street and Harrison onto Cobbossee Avenue also are problem spots due to the location, poor sight distances and traffic activity.

#### **5. Brunswick Avenue**

Brunswick Avenue has over the years experienced a steady rise in traffic volumes, and this trend has not changed in recent years. The recent road improvements on the Avenue have made the road even more of an attraction. The road serves as the entrance to the City from the South and from Route 95. This area has been designated in the 1988 Comprehensive Plan as the Commercial growth area for the City, however, only a limited amount of development has occurred in this area. The prime issue in this area is proper traffic access planning for all new development, so that the existing road will be able to safely handle increased traffic volumes, while at the same time allowing access to new commercial developments.

Another area of concern is the impact that increased traffic has had on residential homes that line the avenue from Dave's Diner to the Common. The homes with frontage on the avenue are impacted with high traffic volumes including trucks that reduce the residential value of the property. The City should examine this area for use as a limited commercial district as the residential value of the property decreases due to traffic impacts.

#### **6. Rural Roads**

The City's major rural roads include Marston, Costello, Libby Hill, and Capen Roads. All of these roads have experienced increases in traffic volumes as the area has been the prime location for new housing starts for the past 10 years. These roads are all designed as rural roads and are very sensitive to increased traffic loads, especially truck traffic.

## Traffic Impacts Regional Issues

The following Regional Transportation Issues have a direct impact upon the City Transportation Planning:

### Augusta Bridge Project

The proposal to construct a second bridge in Augusta would help reduce traffic volumes at the Gardiner Randolph Bridge, however, a firm date has not yet been established for this project. An additional bridge in Waterville is now under construction.

### Route 201 in Farmingdale and Hallowell

Traffic volumes on this stretch of road and the poor condition of the road surface are serious problems for all the surrounding communities. The Department of Transportation is aware of the problems on this road, however, it has not yet been able to develop an plan that would satisfy all the wishes of the affected communities, especially Farmingdale and Hallowell. The City needs to play an active role in the planning and development of any traffic improvement plan for this road as it directly impacts the traffic flows around the Bridge and the northern sections of the City.

### Ride Sharing

The major employer in the Southern Kennebec Region is the State of Maine; and an increase in ride sharing, whether by van pooling or by individuals, would help reduce some of the traffic volume problems in the area. Creating car pooling lots where people could leave their cars and share rides to work could also help. An informal lot is already in existence near the Route 95 Interchange off Brunswick Avenue.

### Transportation Planning

The formation of a Regional Transportation Advisory Committees is the first step in a process of developing regional transportation plans and solutions for shared concerns and problems. The City should continue to take an active role in this process. The current Regional Transportation Plan does not include any projects within Gardiner.

### Transportation Alternatives

One of the goals of the Regional Transportation Planning process was to look at all different types of transportation methods or modes and find a way to promote the best transportation mode that would meet the needs of the region. The City should take a fresh look at various transportation modes such as rail, bus, car pools, bike trails, and walking as means of addressing the City's traffic issues.

### Rail Transportation

The former Maine Central Railroad line runs along the Kennebec River and extends from Brunswick to Augusta. The line is now owned by the State of Maine and is inactive. A tourist passenger train was operated a few times on the line, however, there are no plans to develop any sort of regular passenger or freight service. The future of the line is unclear, however, there is a renewed interest in rail service throughout the State as indicated by the State's plans to develop rail service between Portland and Boston. A portion of the railroad right-of-way is going to be used as a bike path between Gardiner and Augusta.

### Bus Service

Gardiner residents are served by a small bus service operated by the Kennebec Valley Community Action Program linking Augusta and Gardiner. The service provides riders, especially the elderly, an opportunity to access shopping areas in Augusta. However, its current schedule does not provide a great opportunity for people traveling to work in Augusta.

### Air Transportation

The Augusta Airport provides the closest air service to Gardiner. Regularly scheduled flights to several cities are available, as are facilities for private aircraft. Additional airports are located in Waterville and Portland. The Portland airport has an international flight schedule and regular service to Boston which provides a wider option to the City. The City is less than an hour from Portland via Route 95.

### Sidewalks

A complete discussion of the City's sidewalk system is contained in the Municipal Infrastructure Section of the Plan. The majority of the City's sidewalks are rated in fair or very poor condition and indicate a lack of investment and maintenance. Sidewalks provide a transportation opportunity for residents to safely travel to local stores and services or even to work in some circumstances. The condition of the City's sidewalks in the urban areas require the attention of the City in order to provide a transportation option especially for the elderly and the young.

### Bike Paths

The only bike path available in the City runs along Cobbossee Avenue to the Junior High School, however, it is not actively used. Plans are underway to develop a bike path along the

railroad right-of-way from Gardiner to Augusta, and this should provide both a recreational and transportation opportunity for City residents.

#### Other Transportation Modes

A Demand Response Transportation Service is operated by the Kennebec Valley Community Action Program which provides rides for the elderly on a call basis. The program is serviced by an accessible van and volunteer drivers.

#### Downtown Parking

The City conducted a parking survey of the Downtown in 1986 which determined that the parking supply was adequate, however, shortages occur at the following locations: near City Hall, Waterfront Park, and on Water Street and Mechanic Street. The City has since then re-designed the Arcade parking lot to make it more attractive for downtown customers and created a new access to the street through a park where the former burned out building was located. These improvements have helped the downtown parking situation, however, it is still a concern for local businesses in the Downtown area.

Other parking improvements in the area include the construction of a small parking garage attached to the Gardiner Savings Bank which has helped the parking situation around the City Hall area. Parking is also available at a private lot opposite Winter Street. This lot was constructed to handle parking for the Village Square Complex and has not been actively used. The former Northern Salvage building site is also being used for additional parking.

#### Parking in Other Areas

The City's Zoning Ordinance contains performance standards that require off street parking for all new commercial activities including Home Occupations and Multi-family structures. These provisions have adequately handled parking concerns for all new development, however, parking is still a concern in some neighborhoods that contain a high density of older multi-family structures. The City Council, has in the past, developed no-parking zones in certain areas to remedy some parking situations that developed around multi-family structures.

#### Zoning and Planning

The City revised its Zoning Ordinance after the 1988 Comprehensive Plan and developed some traffic access standards and parking design standards for new development. These



provisions have worked well for the City however the City has not seen a great deal of development over the past 5 years. The City should take another look at its traffic design standards and parking requirements and refer to the recent Access Management Guide published by the Department of Transportation to develop new standards. The increase in traffic levels within the City make traffic access concerns a very important issue for City planners.

## **POLICIES**

The following policies are provided in order to guide the City's Transportation Planning for the next 5 to 10 years:

1. The City shall develop a complete Road Surface Management System to direct the overall maintenance and improvement of the City's road system. This system will enable the City to maintain the majority of its roads in fair condition and make the most-cost effective use of its road improvement budget.
2. The City shall continue to take an active role in regional transportation planning in both regional and State-wide issues.
3. The City shall support plans for the improvement of Route 201 in Farmingdale and Hallowell and for the construction of another bridge in Augusta. The City shall work with these other communities to develop a shared transportation plan to address these issues.
4. The City shall update its traffic access standards in the Zoning Ordinance in accordance with the Access Management Handbook in order to maintain safe and efficient traffic flows on existing roads.
5. The intersection of Water, Bridge, and Brunswick should be re-designed in order to improve the traffic flow and to allow the safe passage of trucks.
6. The City should support efforts to develop rail passenger and freight service along the former Maine Central Line. The right-of-way should also be developed for multiple uses such as recreation and access to the river.
7. All development review shall include an assessment of its potential impact upon the Road System. The developer shall be responsible for any required improvements to the City's Road System.
8. The City shall cooperate with the Department of Transportation in order to find solutions for the traffic problem areas within the City and continue to provide

) matching money for improvements to State Roads in the City.

9. The City shall develop zoning standards and incentives for the development of shared access commercial entrances and new access roads especially for development along Brunswick Avenue.
10. The City shall encourage the Department of Transportation to complete the Cobbossee Road improvement Project from New Mills Bridge to the West Gardiner Line.
11. The City shall continue to support alternative transportation modes such as bike trails, rail transport, car pooling, and mass transport.
12. The City shall support efforts by the downtown merchants to develop additional parking by the use of grants and other funding sources.
13. The City shall encourage the development of bike paths throughout the City in order to provide another safe transportation option.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall revise the Zoning Ordinance to include improved traffic access standards for all new development within the City. The Board shall complete this task by 1996.
2. The City Council shall maintain an active membership on regional transportation Planning groups.
3. The Public Works Director and the City Manager shall develop a Road Surface Management System to address all road improvement and maintenance issues by 1995.
4. The Public Works Director and the City Manager shall develop a plan to complete the City's inventory of the drainage system by 1995.
5. The City Manager shall actively work with the Department of Transportation to find solutions and adequate funds to correct all traffic hazard areas throughout the City.
6. The City Manager shall submit grant applications for alternative transportation projects such as bike trails and car pools whenever these funds become available.

## **PLAN INTEGRATION**

The Transportation section of the Plan impacts many other areas of the Plan such as Land Use, Economic Development, Municipal Infrastructure and Regional Planning. A number of very common recommendations have been made in each of these sections.

The City's plans to actively promote economic development along Brunswick Avenue and extend the public sewer into this area will require a sound transportation plan in order to safely guide new development into this area. The City should quickly up-date its existing transportation standards so that they can adequately handle new development without creating future traffic problems and hazards. The City contains some examples of poor traffic planning such as the multi-road openings along Bridge Street and the store on the top of Brunswick Avenue Hill across from the Common. These past mistakes can be avoided if proper transportation planning is used during the review and permit process.

## **HOUSING**

### **SECTION 16**

#### **SUMMARY**

This section will cover residential housing, affordable housing, home occupations, and subdivision activity. Other sections of the comprehensive plan that should be referenced for additional information are the Land Use Section and the Demographic Trends Section.

#### **GOALS**

1. Encourage and promote affordable, decent housing opportunities for all City residents.
2. Promote and protect the distinct characters of Gardiner's downtown, residential neighborhoods, historic buildings, and rural areas.
3. Provide a variety of types and densities of housing available to households of different sizes and incomes.
4. Promote programs and opportunities that improve the City's housing stock and neighborhoods.

#### **DATA**

See the following Data Sections for additional information: Historic Preservation Data.

#### **ANALYSIS**

##### Housing Issues and Concerns

1. A rise in the number of home day care home occupation permit applications and a concern about how these uses will impact residential neighborhoods.
2. The majority of the City's housing development is occurring in the rural sections of the City, and this is rapidly changing the character of the rural landscape.

3. Over 50% of the City's new housing starts since 1987 are single-wide mobile homes, and most of these are located in the rural sections of the City due to a current regulation that prohibits them in existing residential zoning districts.
4. The lack of a housing code for multi-family dwellings has allowed some of these structures to fall in poor condition.
5. The lack of new residential development in the northern urban sections of the City.
6. The lack of affordable rental units with two or more bedrooms.
7. The high number of multi-family foreclosures within the past 2 years.
8. The lack of in-fill lots within the existing residential neighborhoods.

#### General Housing Data

The following housing data was collected from the 1990 Census.

Structure Type

Source: 1990 Census

Type of Structure	Units
1 unit detached	1385
1 unit attached	18
2 unit	370
3 or 4 unit	273
5 to 9 unit	298
10 to 19 unit	79
20 to 49 unit	20
50 or more unit	8
mobile home	228
other type of structure	26
Totals	2513

**Heating Fuel Types**

Source: 1990 Census

Heating Fuel Type	Units
LP Gas	38
Electric	283
Oil	1963
Other Fuels ( Wood etc. )	224
No fuel used	5

**Structure Age**

Source: 1990 Census

Year Structure Built	Units
1989 - 1990	11
1980 - 1988	159
1960 - 1979	525
1940 - 1959	322
1939 or earlier	1496

The City contains a significant number of units constructed prior to 1939 which indicates the age of the City's older established neighborhoods. The high number of older housing units raises some concerns about the general condition of the housing stock with respect to safety and structural issues.

**Occupancy and Housing Unit Type**

Source: 1990 Census

Persons in owner occupied housing units	4543 persons
Persons in rental units	1951 persons

A significant number of persons live within rental units, and this accounts for 30% of the total population of 6,494 persons. The City contains 1,403 single family residential structures and a total of 1,084 units in structures ranging from 2 family structures to 50 unit multi-family structures.

General Housing Data      Source: 1990 Census

	State of Maine	Kennebec County	Gardiner
Total Housing Units	587,045	51,648	2705
Median # Rooms	5.2	5.2	5.1
% Owner Occupied	70.5%	70.9%	63%
Median Value	\$86,800	\$78,100	\$73,800
% Condo Ownership	1.8%	1%	.5%
% without complt plumbing	3.5%	1.9%	1.2%
% lacking complt kitchens	2.5%	1.1%	1%
% built 1980 - 1990	20.7%	19.3%	7.7%
% built prior to 1939	34.9%	32.1%	59.9%

Vacancy Rates      Source: 1990 Census

	State of Maine	Kennebec County	Gardiner
Homeowner vacancy rate	1.8%	1.2%	.8
Rental vacancy rate	8.4%	7.4%	8.2%

## Median Household Income for Housing Type

Source: 1990 Census

Median Household Income	\$27,623
Household Income Owner Occupied	\$34,321
Household Income Rental Occupied	\$15,204

## Rental Cost

Source: 1990 Census

( The following table shows the range of rents indicated from a survey of 916 units taken from the 1990 Census. The median rent is \$328.00 . )

Rental Cost	Number of Units
Less than 100	27
100 - 149	21
150 - 199	38
200 - 249	87
250 - 299	148
300 - 349	191
350 - 399	148
400 - 449	119
450 - 499	39
500 - 549	30

## Home Occupations

The City has experienced a fair amount of interest in home occupations over the past 7 years and granted a total of 30 permits between 1987 and 1994. The home occupation uses range from offices and hair salons to craft operations and home day care. The two most popular uses are hair salons and home day care operations.

The City revised the home occupation regulations in 1989 and decided to allow certain types



of home occupations such as small offices to be allowed without a permit if they comply with some restrictions. The restrictions for these types of home occupations include the following: no sign will be erected; no outside employees; limits upon traffic and deliveries; and no retail sales. This system has appeared to work very well and the City has not received any complaints about this type of small home occupation. The City does not maintain a list of the small home occupation operations.

The regulations for the larger type of home occupations include regulations dealing with some of the following: signs, traffic, hours of operation, number of employees, parking requirements and limits retail operations to only those items made on site. The current regulations also have appeared to work well and have provided City residents an avenue to start a small in-home business, while at the same time ensuring that the residential quality of the neighborhood is protected.

#### Subdivision Activity from 1980 to 1994

A total of 17 subdivision applications were approved between 1980 and 1994. The size of the proposals ranged from 4 lots to 90 lots in a mobile home park expansion. A total of 278 lots were approved, however, only 178 lots have been developed. The 90 lot mobile home park expansion and a 10 lot subdivision have not been developed due in part to the economic slow down in the real estate market that began in the late 1980's.

The City also has a 40 lot residential subdivision and a 20 lot residential subdivision that have not been developed. Both of these subdivisions were approved in the 1970's, and for a variety of reasons were never developed.

The majority of the subdivisions approved since 1987 have been small 4 to 10 lot projects. The most popular type of subdivision has been designed to attract mobile home owners. Developers are providing concrete pads, septic systems and water. This type of subdivision presently accounts for a total of 16 lots. All of these projects are fully developed.

Based upon current trends, it would appear that the City will continue to see small subdivision proposals ranging from 4 to 8 lots. The mobile home subdivision lot will continue to be popular due to the affordability of mobile homes and the high cost and risk of building stick built housing. An average of 8 subdivision lots were approved each year since 1988. If this trend continues, the next 10 years will see a total of 80 new subdivision lots.

### Gardiner Structure Survey

The following structure survey was conducted in 1993 and provides the breakdown of the types of structures within the City. The study was based upon the City property tax card information.

Structure Type	Quantity
Commercial	175
Industrial	8
Residential	
Single Family	1570
Two Family	226
Three Unit	48
Four Unit	38
Five Unit	16
Six Unit	10
Seven Unit	5
Eight Unit	8
Nine Unit	2
Ten Unit	3
Nineteen Unit	1
Twenty-four Unit	2
Twenty-eight Unit	1
Thirty-two Unit	1
Seasonal Unit	27
Total Structures	2114

## Building Permit Report Summary from 1987 - 1994

### New Homes

75 new homes  
11 average units per year  
\$52,458 average valuation per unit  
\$562,057 average valuation per year  
\$3,934,399 total construction valuation

### Mobile Homes

86 mobile homes  
12 average units per year  
\$17,586 average valuation per unit  
\$216,059 average valuation per year  
\$1,512,417 total construction valuation

### New Commercial

13 new commercial structures  
2 average units per year  
\$483,680 average valuation per unit  
\$808,263 average valuation per year  
\$6,287,843 total construction valuation

### Residential Additions

424 residential projects  
60 average projects per year  
\$6,665 average valuation per project  
\$403,125 average valuation per year  
\$2,821,881 total construction valuation

### Commercial Additions

107 commercial projects  
15 average projects per year  
\$38,201 average valuation per unit  
\$583,937 average valuation per year  
\$4,087,565 total construction valuation

### Garages/Sheds

182 units  
26 average units per year  
\$3596 average valuation per year  
\$93,496 average valuation per year  
\$654,477 total construction valuation

All of the information was taken from the building permit applications, and the construction valuation was the amount indicated on the permit form.

### Future Housing Projections

The City averages 11 new residential structures and 12 new mobile homes per year according to the building permit summary performed for the years between 1987 and 1994. If the trend indicated in this summary continues, the average new housing starts per year will be a total of 23 units per year. The population during the period between 1980 and 1990 has remained stable, and the City's population rate is also expected to remain stable over the next 10 years. The City could therefore expect to see an average of 23 new residential housing starts per year for the next 10 years. The total new housing starts for this period would therefore be 223 units.

A number of factors could affect this projection including the following: a slow down in new housing starts as indicated for 1995; slow economic growth; continued layoffs at major local industries such as Statler Tissue; continued high tax rate within the City; and market competition from neighboring communities with lower land cost and lower taxes.

The building permit summary indicated that all the new residential housing starts were for single family detached units. No new two family or multi-family structures were constructed or permitted during this period. Based upon this trend it would appear that most if not all of the new residential structures over the next 10 years will be single family units. The City already has a significant number of rental units in multi-family structures of various sizes.

### Rental Affordability

A local rental study was conducted in 1994 by the City's Welfare Director to determine the City's average rental cost. The study was undertaken during the months of January, February

and March of 1994 and consisted of a survey of advertised rental units available in Gardiner. The survey found a total of 117 rental units available with rents ranging from \$225 to \$525. The results of the survey are as follows:

**1 Bedroom without heat ( 22 units surveyed )**

**Rental range from \$275 to \$395**

**Average rent \$343.00**

**1 Bedroom with heat ( 56 units surveyed )**

**Rental range from \$225 to \$495**

**Average rent \$347.50**

**2 Bedroom ( 39 units surveyed )**

**Rental range from \$340 to \$525**

**Average rent \$419.00**

Rental affordability is based upon no more than 30% of the gross monthly income used for housing. Based upon the average rents as per the rental survey the following household incomes would be necessary for the rents to be considered affordable.

The minimum household income required for a 1 bedroom unit is \$14,000.00 and is based upon an average rent of between \$343.00 and \$347.00.

The minimum household income required for a 2 bedroom unit is \$17,000.00 and is based upon the average rent of \$419.00.

The minimum income range required to locate an affordable rent is between \$12,500.00 and \$14,999.00. The affordable rental selection within this income range is primarily limited to 1 bedroom units. The City contains 581 households with incomes below \$12,500.00 or 23% of the total households.

The number of households with incomes below \$17,500.00 is 849 or 34% of the total households. A household income of \$17,000.00 is required to rent an affordable 2 bedroom unit.

Based upon the selection of affordable rental units available within the City and the numbers of households with lower income levels it can be assumed that many households pay a larger portion of their income for rent or rely upon some sort of State or Federal assistance. Another issue that is significant is that rental units with more than 3 bedrooms are not readily available and the survey did not locate any during the 3 month survey period.

The City is not in a position to do much to affect the rental affordability situation; however, there are some limited strategies that could be used to help this situation. The City can use its Housing Loan Program to encourage property owners to renovate their buildings and offer affordable rents. This strategy could be effective because the renovated units would meet Section 8 rental guidelines and would allow the unit to be eligible for a rental subsidy. The City could also encourage the development of new affordable housing units. Gardiner already contains a number of newer affordable rental projects and these developments appear to fit very well into the community.

Based upon the construction trends over the past 10 years, it would appear that no new multi-family housing projects will be constructed within the City. The City currently has a total of 124 subsidized housing units, and most of these were constructed during the period between 1975 and 1985. This total does not include Section 8 rental subsidized units in individual buildings. Additional affordable rental units are certainly needed; however, this need will not be filled by new construction. The best strategy for meeting current and future rental affordability will be by renovating existing multi-family stock to meet applicable housing standards.

#### **Current Status of Affordable Rental Housing**

The City contains 188 households with incomes below \$10,000.00 estimated to have a need or desire to rent. Households within this income range require some sort of rental assistance in order to find an affordable rent. The City currently contains 124 subsidized rental units. The outstanding need is for an additional 64 subsidized rental units.

There are 322 households with incomes between \$10,000.00 and \$24,999.00 estimated to have a need or desire to rent. Affordable rents for this income range would fall between \$250.00 and \$625.00 per month. The City currently contains over 339 units within this price range, and it appears that an adequate supply of rental units are available.

#### **Housing Affordability**

Housing affordability is based upon no more than 28% of the gross monthly income used for housing. The following is an analysis of affordable housing within the City based upon the Residential Property Sales Survey and household income ranges taken from the 1990 census. The analysis is based upon the following: an 8% fixed rate, 30 year mortgage; taxes are assumed to be \$100.00 per month; and, closing cost, down payment and other cost are not considered.

## Housing Affordability

Household Income	Monthly Mortgage	House/Price
\$17,500	\$408.00	\$42,007.00
\$18,500	\$431.00	\$45,186.00
\$19,500	\$455.00	\$48,365.00
\$20,500	\$478.00	\$51,544.00
\$21,500	\$501.00	\$54,632.00
\$22,500	\$525.00	\$57,901.00
\$23,500	\$548.00	\$61,080.00
\$24,500	\$571.00	\$64,260.00
\$25,500	\$596.00	\$67,575.00
\$26,500	\$618.00	\$70,572.00
\$27,500	\$641.00	\$73,700.00
\$28,500	\$665.00	\$76,975.00
\$29,500	\$688.00	\$80,154.00
\$30,500	\$711.00	\$83,333.00

The household income required to purchase an average priced home of \$73,487.00 is \$27,500.00. Over half of the households in the City have sufficient incomes to purchase a home selling for \$73,487.00. A total of 38 homes or 71% were sold below \$80,000.00 which indicates that a sufficient supply of moderately priced homes are available. Households with incomes below \$27,500.00, have a much smaller choice of housing options, and only 6 sales were below \$50,000.00, and 14 sales were below \$60,000.00. Although housing choices are available below \$50,000.00, it appears that households with incomes below \$23,500.00 will find it very difficult to locate affordable housing.

A survey was conducted of all residential property sales between January 1993 and January 1994. A total of 53 single and two family structures were sold during this time period. The survey did not include the following types of sales: land only, inter-family sales, multi-family sales, foreclosure sales, and mobile home sales. The purpose of the survey was to determine the market sales price of residential property, and as such, only so called arms length real estate transactions are included. The complete listing of all sales are listed on the next page.

## Survey Summary

A total of 53 sales were recorded with a sale price range from \$27,000.00 to \$165,000.00. The average sale price is \$73,487.00.

Sales above \$100,000	7 sales	13% of total
Sales below \$50,000	6 sales	11% of total
Sales below \$60,000	14 sales	26% of total
\$60,000 - \$80,000	24 sales	45% of total
\$80,00- \$165,000	15 sales	28% of total

The City can help influence the availability of affordable housing by the following strategies:

- Cooperate with organizations like Habitat for Humanity to assist home buyers.
- Continue to allow the affordable housing density bonus in the PUD ordinance.
- Allow mobile homes to locate in the new residential growth zone.
- Offer a smaller minimum lot size in the new residential growth zone.

A major option that is very appealing to households looking for affordable housing is mobile homes. Over 51% of the City's new housing starts are mobile homes, and all are located within the rural sections of the City because the Zoning Ordinance currently prohibits them from being located in the high or moderate density residential zoning districts. Since mobile homes are such an attractive affordable housing option and the City wants to discourage further residential development in the Rural sections of the City, it must re-examine its current policies and consider allowing mobile homes in the new growth zone, perhaps with some limited design standards.

## Current Status of Affordable Housing

Moderate income households between the ages of 25 to 44 years of age are the typical first time home buyers that need affordable housing opportunities. The City has 116 households within this category. The moderate income range is between \$ 22,282.00 and \$41,781.00. An affordable home for this income range would be below \$80,000.00.

The City currently contains over 600 single family homes within this price range, however based upon yearly sale trends, only 30 homes per year are available in this price range. New construction and new mobile homes account for 23 new housing starts per year and at least 16 per year are within the affordable price range. A total of 46 affordable homes are available each year which leaves a shortfall of 70 affordable homes. Households unable to locate housing in the City must continue to rent or find housing in surrounding communities.



## **Building Code and other Ordinances**

The City has adopted the 1987 BOCA Building Code and also has adopted the current versions of many of the NFPA Codes. The City does not have a housing code for multi-family properties. The Code Officer and the Fire Chief frequently perform multi-family housing inspections and rely upon the NFPA 101 Life Safety Code for the inspection standard. Considering the number of multi-family units and the age of the City's housing stock, a housing code is something that should be seriously considered. The housing code would establish a uniform inspection program and create standards for the maintenance of multi-family properties. This would assist the City to maintain and improve the existing multi-family housing stock.

## **Residential Neighborhoods**

The northern section of the City contains a number of old residential neighborhoods that help define the character of the City. Other established residential neighborhoods are located in South Gardiner village from the Capen Road to the new school and on some of the newer streets and residential developments located off Brunswick Avenue. A newly emerging residential neighborhood is located in the vicinity of the Libby Hill Road which has seen a great deal of residential development over the past 10 years. This area is proposed to become one of the new residential growth zones which recognizes its residential status and should help focus new development away from other rural sections of the City.

## **Multi-Family Dwellings**

The City over, the past 10 years, has seen a great deal of activity with the conversion of older homes into multi-family units. This activity was halted due to change in the Zoning Ordinance which establishes a density requirement to control the potential number of units that can be added to a neighborhood. Prior to these regulations many neighborhoods experienced many negative impacts from a rapid rise in the density of housing units in an area. The impacts included; traffic, noise, parking, and poor housing conditions. The existing regulations appear to work very well and should be continued.

## **Residential Development Trends**

Between the period of 1987 and 1994 a total of 161 new residential units were installed or constructed within the City. This includes 75 new homes and 86 new mobile homes. A total of 34 units were located in the urban section of the City and 127 units were located in the rural sections of the City. The following location maps on the next two pages show the general site locations of the new development.

) The high number of new residential buildings being constructed in the rural sections of the City will eventually create some serious problems for the City. The Land Use Plan recommends the creation of a new Residential Growth Zone to guide residential development into areas more appropriate sections of the City and further recommends some changes to the Rural Zone in order to reduce additional negative impacts of development. If this trend of rural development continues, the City will lose its rural landscape to sprawl development.

Another important trend is that between 1987 and 1994 more new mobile homes were installed than new conventional residential construction. Mobile homes provide an affordable alternative for many families; however, their lower cost and quality compared to conventional housing affect the City's overall long term housing quality and property valuation. The assessed value of a new mobile home on a private lot is considerably less than a stick built or modular structure. This means that the City collects less in taxes from mobile homes than conventional residential structures.

#### Mobile Home Parks

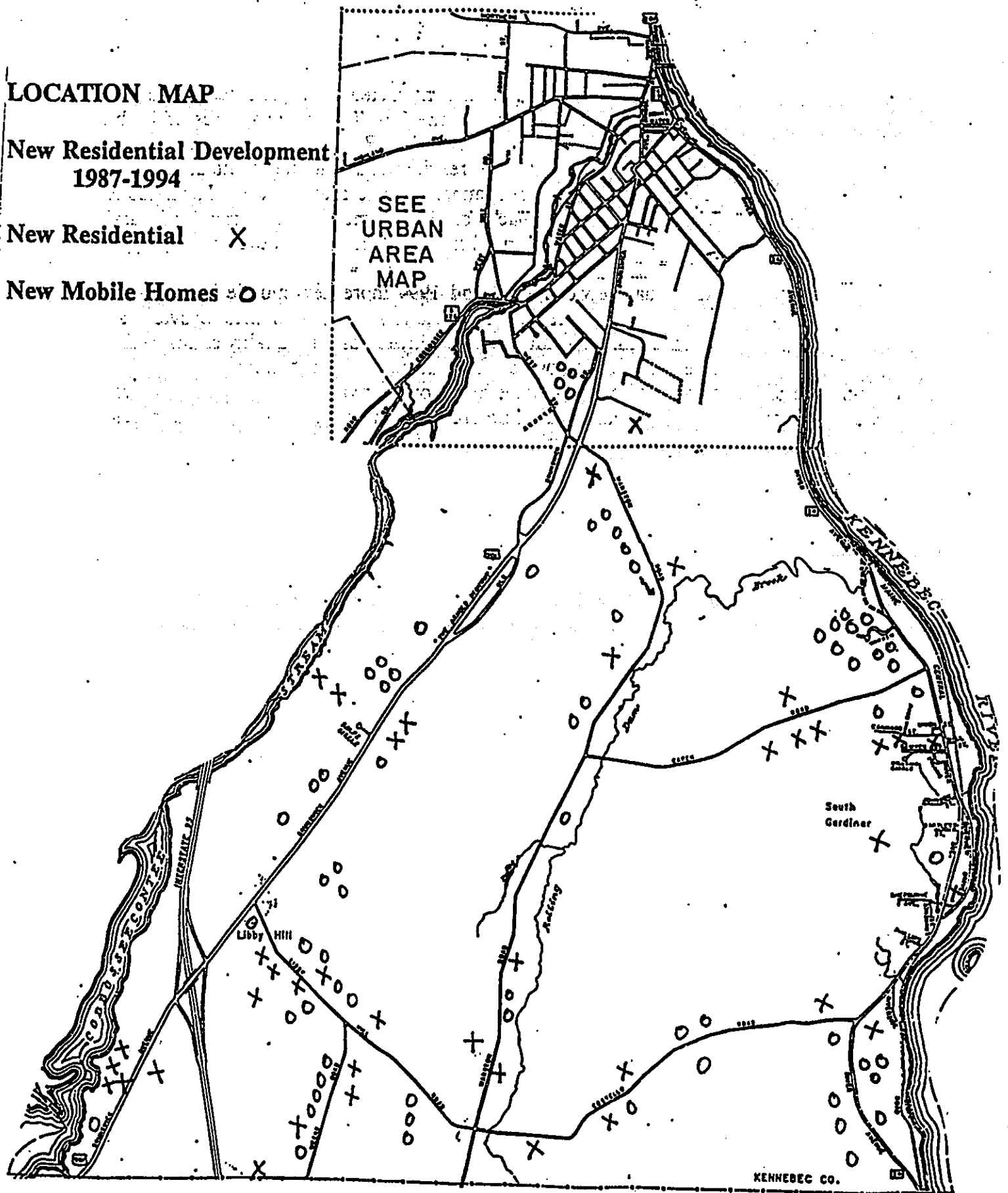
) New mobile home parks shall be allowed only in the Residential Growth District. Existing mobile home parks will be allowed to expand in the zone that they are presently located.

# LOCATION MAP

New Residential Development  
1987-1994

New Residential X

New Mobile Homes O

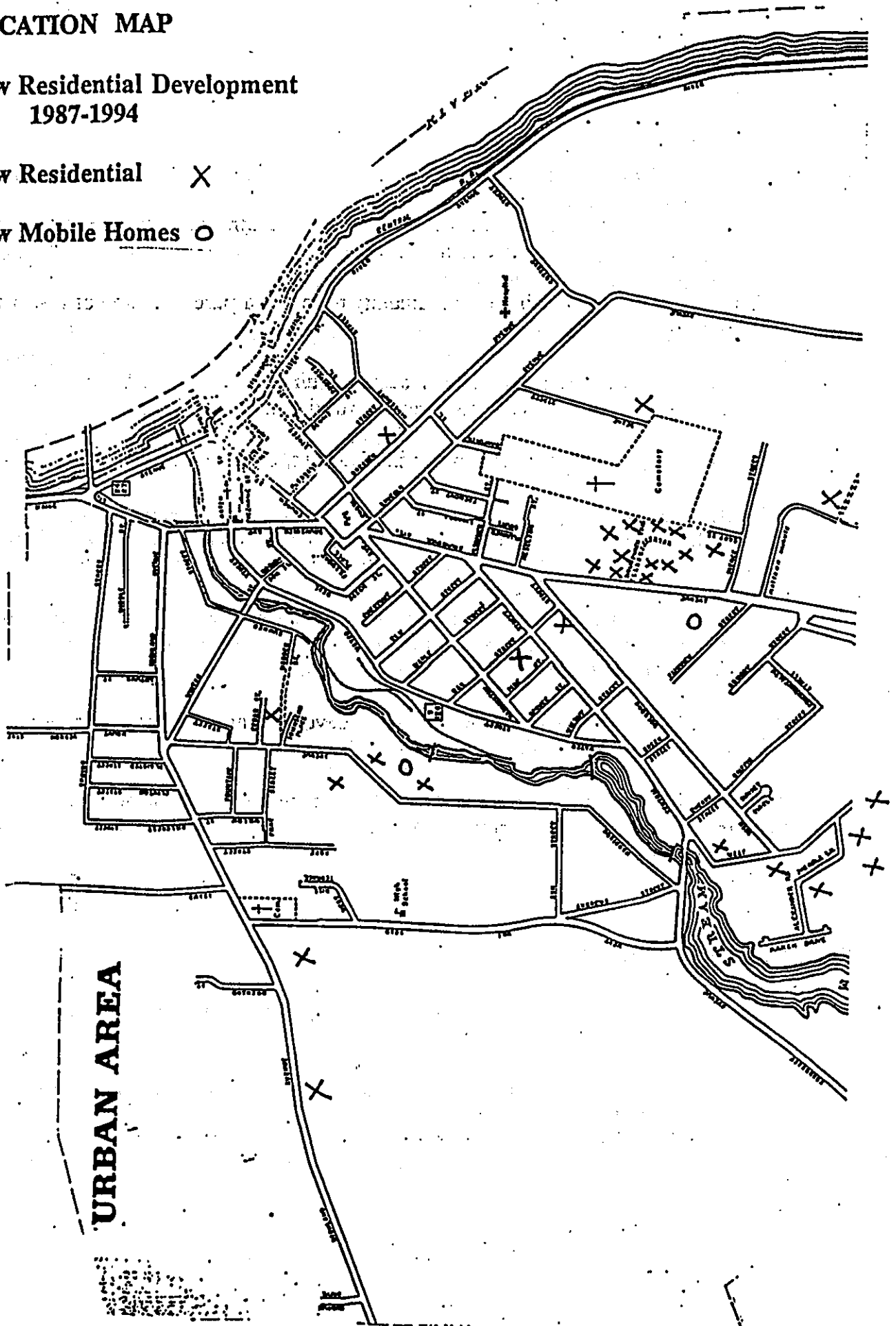


# LOCATION MAP

New Residential Development  
1987-1994

New Residential X

New Mobile Homes O



## **POLICIES**

1. The Planning Board shall develop standards to allow mobile homes to locate in the new residential growth zone.
2. The City shall continue to explore new ways to improve the affordable housing situation in the City for both renters and home buyers.
3. The City shall aggressively work with local housing groups, such as, Habitat for Humanity and Kennebec Valley Community Action Program to construct new homes or rehab existing buildings for affordable housing.
4. The City shall maintain all of their current Building Codes and Safety Codes and shall develop a housing code to cover all multi-family properties.
5. The City shall encourage the use of the Planned Unit Development design for all new subdivisions and promote the affordable housing density bonus currently in the ordinance.
6. The City shall maintain the existing character of its residential neighborhoods and take whatever steps are required to protect these areas from nuisances and other influences that would affect their existing condition.
7. The City shall review its tax acquired parcel list and whenever possible attempt to sell the land or buildings for affordable housing development.
8. The City shall continue to support and promote the revolving housing rehab loan program as a way to renovate rental units for inclusion into the Section 8 rental subsidized rental program.

## **IMPLEMENTATION STRATEGY**

1. The Code Officer and the Fire Chief shall develop a housing code for presentation to the Planning Board by January 1996.
2. The City Council shall assist Habitat for Humanity to locate a housing project in Gardiner at the first opportunity.
3. The Planning Board shall ensure the City adopts the most recent versions of the

) applicable building and safety codes in order to maintain the quality of construction throughout the City.

## **PLAN INTEGRATION**

The continued protection of the City's existing and newer residential neighborhoods is of vital importance if the City is to maintain some of its historical character and identity. New situations and needs of the City do not necessarily have to be at odds with this goal and such is the case with allowing mobile homes in the residential growth zone and creating the commercial area along Brunswick and portions of River Ave. Both of these proposals can be accomplished in a manner that protects residential neighborhoods and allows for changes within the City.

# **ECONOMIC DEVELOPMENT**

## **SECTION 17**

### **SUMMARY**

This section of the Plan describes the Economic Development Strategy for the City. A number of areas or issues will be discussed in this section including, the existing economic climate, the job situation and outlook in the region, commercial growth within the region and the City, the downtown businesses, and industrial development.

This section has an impact upon most other areas of the Plan however the following Plan sections should also be referenced: Land Use Plan, Capital Improvements Program, Municipal Infrastructure, Sewer System and Ordinances, Laws and Planning.

### **GOALS**

1. CLIMATE- Gardiner will promote a diverse economic climate while preserving its historical and natural resources.
2. CAPACITY- Gardiner will invest in infrastructure and public facilities that provide the needed capacity for business development.
3. PROMOTION- Gardiner will communicate and promote its assets through aggressive economic development efforts.
4. EXISTING BUSINESS SUPPORT- Gardiner will protect its existing businesses through comprehensive retention and expansion programs and assistance.
5. NEW BUSINESS ATTRACTION- Gardiner will actively pursue new industrial and commercial businesses to locate within the City.
6. NEW BUSINESS START-UPS- Gardiner will support through information and programs, new business start-up efforts within the City.
7. REGIONALIZATION AND TECHNOLOGY- Gardiner will develop and utilize regional services and progressive technologies to enhance business development opportunities within the City.

## **DATA**

See the following data sections: Public Opinion Survey, Demographic Data, and Summary of the Visioning Planning Process.

## **ANALYSIS**

### **1. Business Uses within Residential Areas**

#### **A. Home Occupations**

The City has seen a healthy rise in the number of Home Occupation Permits over the past several years. This has occurred as a result of a significant change in the zoning ordinance which relaxed requirements for Home Occupations. A number of activities that only involve one person such as offices, computer operations, etc. are now allowed without a permit. Other activities are allowed with a permit as long as they conform to performance guidelines that limit their impact upon the residential quality of the area. Restrictions are in place to control parking, signs, noise, the number of employees, retail sales, and some types of activities such as auto repair.

A trend in today's workplace is the use of homes to perform jobs that were once performed at a central workplace. Factors that have contributed to this trend include technological advances, such as computers and fax machines, and the downsizing of companies.

Gardiner is in a good position to promote this economic activity as a way to provide job opportunities. The following factors are in the City's favor: proximity to Augusta and State Offices; a liberal home occupation zoning ordinance; a local small business loan program; access to major transportation routes; and available services such as banks, post office, small businesses and restaurants.

#### **B. Other Business Uses**

The City has an abundance of large, beautiful, older homes that are often impractical as single-family residences. Residential use of these homes become more impractical along high traffic routes such as Brunswick Avenue. At the same time, there are potential business uses unable to locate appropriate facilities within the City.



Ordinances should be developed to allow the location of a range of business uses within residential areas while preserving the residential quality of the area. The purpose is to allow low impact business operations such as office use to locate on major roads by using some of the City's large homes. With performance standards that require the residential appearance of the property to be maintained, the impact on neighboring properties would in many cases be less than a high density residential use such as an apartment building.

## **2. Infrastructure for Commercial Development**

The critical infrastructure requirements for commercial development are: water, sewer, transportation, available land, and electrical power. The City has available land accessible to both the Maine Turnpike and Route 95. Water is available along all the City's major roads and in most cases is sufficient to meet most commercial requirements. There are locations in South Gardiner where problems exist with water pressure and volume.

City sewer is available within the northern sections of the City and along Cobbossee Ave and River Ave. The major portion of Brunswick Avenue does not have sewer available. The City is investigating grant funding to extend the service up to the I-95 interchange. These efforts should be continued.

The 1988 Comprehensive Plan designated the major portion of Brunswick Ave as a commercial growth area. The lack of sewer and a number of other factors prevented significant development from occurring in this area. The City has a limited supply of existing commercial sites that have sewer available. A large site with sewer available does exist on Cobbossee Ave and is presently zoned for commercial use. Additional land along Cobbossee Ave from News Mills Bridge to the West Gardiner line offers the potential for use as commercial development sites. The location of the Junior High School and other existing commercial uses makes expansion of the commercial zone within this area logical. The recent Public Opinion Survey also supports commercial use of this area.

The City's lack of commercial sites with both sewer and water places the City at a disadvantage as it competes for new development. The extension of sewer along Brunswick Ave will provide the City with a selection of commercial sites. Some commercial uses already exist within this area, with a large amount of undeveloped land still available.

### **3. Development Parks**

#### **A. City Development Park**

The City does not currently own property designated for commercial development. A municipally owned park, with infrastructure, should be developed to allow the City flexibility in attracting new commercial development.

#### **B. Associated Grocers (AG)**

There are eleven lots within the AG Development Park. As of this writing, tenants in the park are the AG Warehouse and the Brown and Pauley Company. Demand for the remaining lots has been limited, primarily due to a lack of sewer access. A sewer line extension to this park will greatly enhance its commercial potential. The existing sites might be well suited for warehouse activities until the sewer line is extended to I-95.

#### **C. Promotion of Development Park**

Continuing promotion of both a municipal development park and the AG park will be necessary to attract business to these locations.

### **4. Brunswick Avenue (Route 201)**

Brunswick Avenue presents several issues. A sewer expansion on Route 201 will offer the City greater opportunities to develop and promote this area for new commercial and industrial activities. Most of Brunswick Avenue is currently zoned Planned Development with areas of Planned Industrial/Commercial. The Planned Development zones should be maintained and expanded to areas where businesses exist as non-conforming uses. In order to avoid sprawl development, the City should require performance standards that position development away from the street and create perpendicular access roads that would allow access to multiple business sites without re-entering the street. Incentives could also be offered for this type of development.

### **5. Downtown Area**

The downtown area has experienced a great deal of attention during the past 10 to 15 years. The area was depressed during the late 1970's until the City obtained a grant to begin the renovation of the area which included new lights, sidewalks, streets and building renovations. The character of the downtown has shifted from retail to service-type uses, small retail business and reuse of the upper levels for residential dwellings. During the economic downturn in the region and the state, Gardiner downtown experienced difficult times as well.

Some vacant buildings exist. However, new businesses are still attracted to the area, which is evidenced by the variety of on-going negotiations.

The downtown is busy with the activity created by the banks, library and the post office which help bring business and exposure to the other uses on the street. The location of State offices at the former Health Tex Building, Village Square Building, and Shop and Save bring traffic from the surrounding towns. The downtown is also the home of the Johnson Theater which is under-going renovations to complete the main theater. The lower level is now in use as a performing arts stage and classroom. The theater should draw additional people into the area.

A number of the downtown residential units in the upper level of the building have been or are now being renovated. The upper level residential use provides income to property owners and keeps people in the area. The apartments located in a very pleasing historic area and are well suited for young professionals who enjoy living in an historic urban environment close to services, restaurants and parks. The maximum market and rental potential of these apartments is currently not being realized. However, this market may command premium rents as the buildings are renovated.

The present location of the majority of the downtown buildings places them within the 100 year floodplain. Some steps that can be taken by building owners to mitigate flood damage are to keep residential uses from the first floor levels, re-position electrical and heating systems above the base flood levels, install sewer back water valves, limit the use of basements, and cooperate with the City in developing an early flood warning system.

Most of the available parking is provided by the City at the arcade lot, wharf lot and the City Hall parking lot. The City should seek ways to work cooperatively with the downtown businesses to develop additional parking. A Parking Management Plan should be developed to maximize the utility of available spaces and reserve Water Street spaces for customer/client parking.

## **6. Regional Economic Issues**

Gardiner has taken some direct steps to address the local economic situation through its Economic Development Committee such as hiring an Economic Development Director, developing and administering a revolving loan fund and loan guarantee program, researching and writing the Gardiner Renaissance Report, and conducting a community visioning project. The City has also taken steps to address the regional economic situation by joining the Kennebec Valley Council of Governments, Kennebec Valley Chamber of Commerce, the Maine Development Foundation, and advancing a cooperative relationship with the Gardiner Board of Trade.

The City should develop plans that address not only commercial development within the City but also within the region. Regional commercial development provides potential new jobs for Gardiner residents.

The City should work in partnership with neighboring towns to promote the region for economic development and continue to work with other regional entities. The City should also work on a state and regional level to promote an economic climate that makes it easier for business to locate and expand within the State.

The City should look at whether there are regional infrastructure issues that will impact the City's long-term economic growth. Issues such as telecommunications, transportation, educational networks, regulatory climate, and others should be explored. The City also needs to look at regionalization of City services to reduce the tax burden and possibly enhance delivery of services.

## **7. Permitting Procedure**

The process required to obtain permits and approvals is a major factor in business location decisions. For this reason the City of Gardiner should strive to streamline its permitting process in every way possible, without compromising the quality standards it has established to protect the environment, protect land owners, maintain safe buildings, and foster good and sound land use planning. A streamlined permit process will reduce the time it takes to obtain a use/building permit.

Clearly defined development zones within the Zoning Ordinance will clarify for potential businesses which uses are permitted on any proposed site. By clearly defining permitted uses within each zone, the use chart within the Zoning Ordinance can be revised to allow more commercial activities to be permitted by the code enforcement officer. Planning Board review would then be required only for those potential commercial uses that would create high impacts in the zone. Carefully designed performance standards should then be used to guide the location and placement of commercial development to protect the environment, provide for sound transportation planning, discourage sprawl development and create a pleasing streetscape.

Large areas which hold the potential for either commercial or residential development should be zoned Planned Development. Residential development allowed in this zone would not be provided the same protection from commercial uses as if it were located in another residential district. Again, performance standards need to be developed to protect and best utilize these areas.

## **POLICIES**

### **1. ECONOMIC CLIMATE**

The City will look to the Economic Development Committee and the Economic Development Director to assist with enhancing Gardiner's economic climate through programs, promotion of assets, and pursuit of new business.

### **2. ECONOMIC DEVELOPMENT STRATEGIES**

The City will look to the Economic Development Committee for short and long term Economic Development Strategies and for recommendations on the use of UDAG funds.

### **3. INFRASTRUCTURE AND TECHNOLOGY**

The City will support programs and proposals that improve Gardiner's infrastructure and technological competitiveness.

### **4. REGIONALIZATION**

The City will embrace opportunities to cooperate regionally in efforts that will enhance the area's economic climate through improved employment opportunities, improved infrastructure and technologies, reduced tax burdens and/or sharing services.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall revise the City's Zoning Ordinance and shall incorporate the changes as recommended in this section. The Planning Board shall work with the Economic Development Committee and the Economic Development Director to develop the revised Zoning Ordinance Sections that deal with Economic Development issues. The revised Ordinance shall be completed by 1996.
2. The Economic Development Director, together with the Economic Development Committee shall develop a plan to promote development of new and existing businesses within the City.
3. The City shall continue to cooperate with, and support the efforts of the Gardiner Area Business Guild to promote the Downtown Area.

4. The City Manager and the Economic Development Director shall develop a plan to obtain funds for the sewer extension on Brunswick Avenue. The plan shall be developed by 1996.
5. The Planning Board and the Code Enforcement Officer shall develop a streamlined/ user friendly permit process for both commercial and residential projects by 1996.

## **PLAN INTEGRATION**

The Economic Development Committee has begun an aggressive effort to improve the City's economic climate by assisting existing businesses and searching for opportunities to bring new commercial and industrial uses into the City. The public survey initiated by this plan indicated very strong support for continuing the current economic development policies. The suggestions in this section and in the Land Use Section of the plan reflect the desire of the public to continue to improve the economic health of the City.

# **HISTORIC AND ARCHAEOLOGICAL RESOURCES**

## **SECTION 18**

### **SUMMARY**

This section will cover the City's historic and archaeological resources such as; historic buildings and structures, historic districts, historic preservation ordinance, new historic districts, educational programs and archaeological resources.

### **GOALS**

1. Preserve the City's historic and archaeological resources.
2. Promote and protect the distinct character of Gardiner's downtown, residential neighborhoods and rural Areas.
3. Promote a diverse economic climate while preserving its historical and natural resources.

### **DATA**

See the following Data sections: Historic Properties; Historic Survey; and Scenic Survey.

### **ANALYSIS AND ISSUES**

The data collection for the Historic and Archaeological Comprehensive Plan Section contains the following:

- Information on the downtown historic district.
- A list of individual properties on the National Register of Historic Places.
- A proposal for a Common historic district boundary.
- Historical Reconnaissance Survey of the City.

The City does not contain any known archaeological sites however potential sites could exist along the Kennebec River and Cobbossee Stream. Existing and past development along the river and stream has reduced the chance of discovering any archaeological sites.

Current and future development along the river and stream will be very limited due to State and Federal Regulations regarding water setbacks and other environmental issues. The City should develop a policy to monitor any type of shorefront development, so that any archaeological information will not be disturbed without first assessing the site.

The City should include within the Zoning Ordinance a review process to ensure that any new construction or development in a sensitive archaeological area is first evaluated by the Maine Historic Commission.

The City Historic Commission was established in 1989 as a result of a recommendation in the City's 1988 Comprehensive Plan. The 1988 plan recommended that the City develop a commission to establish a Downtown Historic District and a Historic District to encompass the Common area. The plan further high-lighted citizen's interest in the City's historic heritage including its architecture and significant persons and places.

The Historic Commission developed a local preservation ordinance which uses the Secretary of Interior Standards as the prime review criteria. The downtown area already listed on the National Register of Historic Places became the City's first local district. Since the establishment of the Historic Preservation Ordinance, the Commission has reviewed for compliance all exterior renovations and alterations within the downtown area.

The Common area as per the 1988 plan recommendations have not yet been introduced as a local historic district. The Commission has been working towards the creation of a Common Historic District and has taken the following steps:

- Collected all historic research completed within this area.
- Developed a district boundary.
- Obtained approval of the district boundary from the Maine Historic Commission.
- Developed a map and property listing for the proposed district.
- Created a plan/process to pursue inclusion of the area as a historic district.

The Commission and/or process to create the Common Historic District includes the following strategy:

1. Develop an on-going public awareness and education program which creates an interest in historic preservation and educate the public about historic issues .
2. Pursue a listing for the proposed Common District on the National Register of Historic Places.
3. Develop a timetable to create a local district based upon the public's support and interest in the areas inclusion on the National Register of Historic Places.
4. Develop public interest and support for the Common Historic District in an



incremental fashion.

Preliminary work already completed on the proposed Common Historic District has raised a number of critical issues that have yet to be resolved by the Commission. These issues in general involve the historic review process for a residential neighborhood. The Commission has raised the following items for discussion:

1. The difference between a residential historic district and a commercial historic district.
2. The tension between a property owner's absolute right to control his/her home and property and the historic design standards.
3. The importance of building public support and consensus for a residential district.
4. The role of non-contributing properties within a district.
5. The role and impact of enforcing historic design standards.

The Commission developed the City's current Historic Preservation Ordinance to be in conformance with the Certified Local Government Program. This Program will allow the City to access grant funds through the State to use on various historic planning and research projects. The Commission is planning to file an application to become a part of the Certified Local Government program.

The importance of public support and interest in historic preservation is recognized as critical to the continued health and growth of the City's historic program. The Commission has sponsored two historic preservation workshops for the public. A historic overview of the City was presented by Earl Shuttleworth was particularly well attended and created a great deal of enthusiasm. The Commission has recognized that educational programs are the foundation for expanding into new historic districts and has established this as a future priority.

The current role of the Historic Commission has been primarily the review of renovation applications and some planning and educational activities. The role of the Commission should be expanded into the following areas: advocate for historic preservation issues; zoning and planning; voluntary design review; economic development and education. These areas would be a natural extension of the Commission's role considering the significant historical background of the City and the public support for historic preservation. Other areas of involvement could be: developing historic street scape and tree planting plans for City streets, encouraging traditional New England Village design patterns, historic planning and research grants, historic research, historic tours, teaching and promoting historic rehab practices, and collecting historic photos and maps.

The Commission has undertaken for the Comprehensive Plan a Historic Reconnaissance Survey which is the first comprehensive historic survey of the entire City. The complete survey is contained in the Historic Data Section. The survey found a number of significant individual historic properties and some district areas. The Significant district areas are Riverview Drive, Highland Avenue, High Holborn Street and South Gardiner Village.

#### Current Historical Issues and Concerns

1. Foster cooperation between the Historic Preservation Commission and other City committees and civic groups.
2. Develop common goals between historic preservation and the City's economic development plan.
3. Provide adequate funding to support educational planning and other historic preservation efforts.
4. Increase local awareness of the positive benefits of historic preservation upon economic development, healthy residential neighborhoods, quality of life and the City's image.
5. Develop public support and interest for the creation of the new historic districts.
6. Increase the number of educational outreach programs in the community.

#### **POLICIES**

1. The efforts of individual property owners to protect architecturally and historically significant properties shall be encouraged.
2. The Historic Commission shall actively pursue the identification of potential archaeological and historic sites throughout the City. An educational program should be developed to inform all property owners of historically significant buildings.
3. The City's historic residential neighborhoods, downtown and individual buildings are an integral part of Gardiner's character and sense of place. The quantity and quality of historic buildings throughout the City contribute to the quality of life, economic utility and identity of the City.
4. The preservation and enhancement of the City's architectural heritage is a critical part of the City's future health and growth. The efforts of the Historic Commission

should be integrated into all other planning efforts of the City including; land use, zoning, economic development, transportation, recreational and environmental issues.

5. The City recognizes that a strong historic preservation program is linked to successful and long term economic growth for both commercial and downtown development and residential neighborhoods.
6. The Commission shall proceed with the creation of new historic districts according to the following format:
  1. Develop an accurate historic data base for the area.
  2. Develop an application for nomination to the National Register of Historic Places.
  3. Submit the application to the City Council for review and approval.
  4. Develop a public awareness campaign to solicit support and input from those property owners within the proposed district.
  5. Submit the nomination application to the Maine Historic Commission.
  6. Develop an on-going public education and awareness program to solicit support for inclusion of the area as a local historic district.
  7. Develop a proposal to include the district into the historic ordinance.
7. The Historic Commission shall develop a policy or method to deal with non-contributing properties within a historic district. This method shall attempt to address how residential historic districts will be evaluated under the City' Historic Preservation Ordinance.
8. The City recognizes that public support and involvement is essential for a successful historic preservation program. The City shall support all programs and efforts that maximize public participation in the process of establishing new historic designations.
9. The activities of the Historic Commission shall include a broad range of activities that deal with the City's heritage including the following: public education, oral history, grants for historic research, design review, and planning.
10. The Historic Commission shall, in addition to exploring potential new historic districts, consider significant individual buildings and sites for inclusion within the Local Historic Ordinance.
11. The City shall continue to support the Downtown Historic District and shall provide the Commission with the tools and resources necessary to exercise its review responsibilities.

## **IMPLEMENTATION STRATEGY**

1. The Historic Commission shall submit an application for Certified Local Government status to the Maine Historic Commission by January 1996.
2. The Historic Commission shall with cooperation of the City Manager and the Economic Development Director pursue State and Federal grants for historic surveys, planning and education programs.
3. The Historic Commission shall expand its existing education efforts in order to solicit additional interest and support for historic preservation.
4. The Historic Commission shall complete all the property and district research by December 1996 for the proposed Common Historic District and shall submit to the City Council an application to nominate this area to the National Register of Historic Places.
5. The Historic Commission shall evaluate the results of the Historic Reconnaissance Survey and perform additional study and/or research as required in order to identify new historic buildings or districts. The Commission shall develop a plan by January 1996.

## **PLAN INTEGRATION**

The preservation of archaeological and historical sites, buildings and places within the City is an important way to preserve the original character and identity of the City for both present and future residents. The attraction of historic buildings or older residential neighborhoods is an incentive that could help the City with economic development and residential neighborhood improvement. At times the goals of preservation seem to conflict with the efforts of individuals or groups within the City involved in business or other commercial activities, however, this does not necessarily have to be the case. These two groups can work to each others mutual benefit and in doing so achieve their own individual goals. The first step is increased communication between all parties and the identification of shared concerns and objectives.

# **RECREATION**

## **SECTION 19**

### **SUMMARY**

This section will cover the major recreational facilities within the City and additional information is contained in the Community Resource Section of the plan.

### **GOALS**

1. Promote and preserve the Kennebec River frontage for open space and recreational uses.
2. Promote and protect the City's marine resources including boating, fishing and harbor fronts.
3. Promote and protect the availability of outdoor recreation opportunities for the City residents, including access to surface waters.
4. Promote a variety of recreational and cultural activities and opportunities throughout the City.
5. Promote regional solutions for common concerns, problems and issues among neighboring communities.

### **ANALYSIS**

This section of the plan will cover some of Gardiner's major recreational facilities and opportunities. The Community Resource section of the Plan contains a comprehensive list of the many cultural and recreational activities presently available to City residents. The public opinion survey indicated some strong support for increasing recreational opportunities and in particular the following: swimming facilities, youth activities, community center, and activities for the elderly. The following is a list of the City's major recreational facilities and a comparison of how they meet the Bureau of Parks and Recreation Standards and small town facility averages. The material is provided by the State Department of Conservation Municipal Needs Analysis Report, January 1988.

## PARKS AND RECREATION FACILITIES COMPARISON

Activity	Gardiner per 1000 Pop.	Av. Small Town per 1000 Pop.	Bureau of Parks Standards for per 1000 Pop.
Park acreage	6.26 ac.	10.24 ac.	n/a
Baseball fields	.41 fields	.45 fields	.17 fields
Softball fields	.27 fields	.43 fields	.33 fields
Soccer fields	.14 fields	.44 fields	.22 fields
Basketball crts.	.14 courts	.43 courts	.50 courts
Tennis courts	.14 courts	.58 courts	.50 courts
Recreation halls	-0-	.10 halls	1.0 halls
Playgrounds	.82 each	.57 each	.50 each
Picnic tables	.68 each	2.52 each	2.0 each
Swimming pools	-0-	793 sq. ft.	-1-
Boat ramp vehicle parking	8.16 spaces	4.42 spaces	n/a
Nature trails	-0-	.31 miles	-1-
Exercise trails	-0-	n/a	-1-
Bike routes	-1-	n/a	n/a
X- country ski	informal trail	1.11 miles	-1-
Ice skating	2465 sq. ft.	2720 sq. ft.	n/a
Sled areas	private	n/a	n/a

Gardiner meets or exceeds the average for other small towns in two areas which are the number of playgrounds and the number of parking spaces at the downtown boat landing. The Bureau of Parks and Recreation are met or exceeded in the number of baseball fields and playgrounds. The City fell below the average for both small towns and the Bureau's standards in the following areas: basketball courts, tennis courts, recreation halls, picnic areas, nature trails, exercise trails, cross country skiing trails, and swimming areas.

The City does have an informal cross-country trail system that includes private lands, rights of way and utility areas, and the snowmobile trails.

#### **PARKS AND RECREATIONAL FACILITIES**

<b>Park Name</b>	<b>Ownership</b>	<b>Type of Park</b>	<b>Size (acres)</b>	<b>Facilities</b>
Browns boat landing	Private	Special use	2	Boating
High School	MSAD 11	Community	2	Fields
Bike route	City	Special use	1	Trail
Brunswick Sc	MSAD 11	Neighborhood	2	Playground
Common	City	Community	5	Mixed use
Sportsmen Cl	Private	Special use	2	Swimming
Junior High	MSAD 11	Community	2	Fields
Wharf	City	Community	4	Boating
Plummer Sch.	City/Private	Neighborhood	2	Playground
Pray St. Sch	MSAD 11	Neighborhood	15	Playground
Quimby Field	City	Community	7	Mixed use
Soldiers fld	City	Community	7	Park
So. Gardiner Park	City	Neighborhood	4	Playground
So. Gardiner School	MSAD 11	Neighborhood	4	Mixed use
Water St Mini Park	City	Neighborhood	1	Park
Water St New park	City	Neighborhood	1	Park

## **Public Access to Waterways**

The City provides boat access to the Kennebec River at the Wharf landing, and additional access is provided in Hallowell and other riverfront communities. Access to Cobbossee Stream within the City is limited to private access points at Browns Landing and the Sportsmen Club. Public access to the stream is available in Litchfield.

Access to the river and the stream for fishing is available at the following areas:

### **1. Kennebec River at the following locations:**

- Wharf Landing
- Along the entire length of the railroad right of way.
- Behind the Senior Spectrum building.
- At Mill Street ( access across private land)

### **2. Cobbossee Stream at the following locations:**

- At the Stream outlet at the river.
- Along the banks of the stream from New Mills Bridge to the River.
- Private access points are available along the rest of the stream frontage.

Public fishing access to the River at this time appears adequate and sufficient access to the stream is available from New Mills Bridge to the River. Public access to the rest of the Stream is very limited and additional access should be provided by forming agreements with private land owners or the development of City parks along the stream.

Public boat access to the River is marginal not due to the number of access points, but due to the lack of available parking spaces at the wharf. The Wharf is heavily used and additional parking is needed for boat trailers for both short and long term parking. The City can expand the Wharf by purchasing the Webber Tank storage area adjacent to the wharf and provide both additional parking and an expanded park. The park area is also heavily used for fishing access and during the lunch hour and on weekends and is an attractive location for residents.

Public boat access to the stream is not available within the City and this should be addressed by exploring the possibility of a City owned boat landing. This could be combined with other recreational activities such as a swimming area, playground, and picnic area. The cost of land purchase and constructing park facilities is expensive, so every opportunity should be explored for developing a regional park with swimming and boat access that could be shared by a number of surrounding towns. A regional park along the stream would not necessarily have to be located in the City, however, it should be readily accessible to City residents.



## **Public Swimming**

The public survey indicated strong support for the development of a public swimming area that could be used by City residents and used for summer recreation. The City can explore three options for the development of a public swimming area which are:

1. Construct a public swimming pool.
2. Develop a swimming area within the City along the stream.
3. Develop a regional swimming area along the stream which might not necessarily be located in the City.

The first option is the most expensive, however, the cost could be shared by some surrounding communities. The second option is also expensive, however, it could provide a location that would be accessible to City residents with a minimum of travel. The third option is the most cost effective because it would distribute the cost of development and operation with a number of communities, however, the location could be outside of the City.

## **Kennebec River Recreational Opportunities**

The City is fortunate to have a number of public access points available to the river through City property or State land at the railroad right-of-way. The access to the river is not organized or planned with the exception of the Wharf landing which provides boating access, fishing and a park. The State is also currently planning to develop a trail and bike path along the railroad right-of-way that would extend between Gardiner and Augusta.

The City's long river frontage provides an opportunity to further develop the recreational possibilities of the river for both residents and economic development such as tourism. The railroad right-of-way provides an excellent opportunity to provide a trail system along a very scenic portion of the river, and access could be planned to include additional boat landings, exercise trails, fishing locations, and parks. In addition to the right of way, a large portion of river frontage behind Mill Street that is currently privately owned offers a potential for a park area.

The City should explore a regional planning approach to further develop the river for recreation that could include Federal, State and Local governments. The recreational potential of the river is not fully realized and this offers the City an opportunity to increase recreational opportunities for residents and provides the region a tourist industry that could supply jobs.

## **Bike Trails**

The City currently has a bike lane located along Cobbossee Avenue that was intended to provide access to the Junior High School, however, it is not used and the roadway along this stretch is in very poor condition. A State plan to construct a trail along the railroad right-of-way between Gardiner and Augusta is also currently in process. Bike traffic currently travels along the edge of the road or the sidewalks. A number of factors have led to the need to look at the issue of bike travel which are the following: the location of two new neighborhood schools in South Gardiner and along Brunswick Avenue; a trend for physical fitness; and a new awareness of the benefits of providing transportation options.

The City should begin to develop an organized plan for installing bike paths within the City. A plan should include the following items: a priority list for locations; a way to safely integrate them into the existing transportation system; bike storage facilities at key locations; regional connections to surrounding communities; access to the neighborhood schools; access to key locations within the City such as downtown, library, Stop and Save, and parks; linking the bike system to other associated trails such as snowmobile trails; and identifying funding sources.

The State and Federal governments currently have grants available for the planning and development of bike paths for use by local towns, and the City should take advantage of this immediate funding source to begin the planning process. A bike path system over time will help reduce traffic congestion, provide additional recreational opportunities, provide a safe bike trail system, and improve the quality of life for residents.

## **Community Center**

The public survey identified the development of a community center as an important issue, and it is also a priority for the current City Council. The O.C. Woodman School was recently approved by the City Council to be used as a youth recreational center and city funds were dedicated for that purpose. The lower level of the building which contains a gym is now being used for that purpose. This provides an opportunity to meet the social and recreational needs of the youth which was also listed as a priority in the public survey. The City should continue its present efforts to develop and expand the recreational facilities at the O.C. Woodman school building.

## **Recreational Needs of the Elderly**

The City contains a slightly higher percentage of persons over the age of 65 than surrounding communities, and a number of nursing home and community living facilities are located within the City. The current recreational needs of this segment of the population are being addressed by organizations such as Senior Spectrum located in the former Train Station on Maine Avenue. Additional facilities or activities could be needed, however, an

assessment of what needs are not currently being met has not occurred. The City should in cooperation with Senior Spectrum and other groups identify, what if, any recreational and/or social needs are required and present this assessment to the City Council for consideration.

### **Snowmobile Trails**

Gardiner has two formal snowmobile trail systems, and additional areas used for snowmobiling include: utility rights-of-way, existing logging roads and over private lands. The longest trail system extends from Richmond through the Gardiner Estate and ends at Dave's Diner. The second system passes through the northern section of the City between Farmingdale and West Gardiner. The City provided some funds for the trails, however, the majority of the resources were provided by volunteer labor and private donations. The City's contribution is made possible by fees collected by the registration of snowmobiles and the City should make sure that this money is used for trail maintenance and the creation of new trails.

The trails are used for a number of diverse activities including snowmobiles, hikers and skiers. The trail that passes through the Gardiner Estate provides a very scenic route that has become very popular since it was opened. Future plans include extending the trail beyond Dave's Diner and eventually out to West Gardiner.

### **Integrated Trail System**

The City contains the following trail resources: snowmobile trails, existing sidewalks, railroad right-of-way, utility rights of way, and some private roads and paths. The future trail potential will include new bike lanes and the railroad right-of-way trail into Augusta. A goal of the City should be to develop an interconnected system of multi-use trails that combine all of the above listed trail resources. Some activities would be limited on certain portions of the system such as snowmobiles and bike riding on sidewalks, however, walking or hiking would be a common use throughout the system. The advantages of this type of a trail system would be to provide access through many different neighborhoods, and it would allow residents of the populated northern section of the City direct access to many scenic areas along the river and in the rural section parts of the City.

### **Existing Recreational Facilities**

The existing recreational facilities as indicated on the table showing how Gardiner compares to small town averages and the State standards clearly points to a number of areas that require improvement. Unfortunately the cost of constructing new facilities is very high, and

the City is facing a number of pressing issues including the high existing tax rate. Despite these limitations, a plan should be developed that includes the construction of additional recreational facilities; and as funds become available they should be developed. The City should also expand its present recreational planning to include a regional approach in order to combine the City's resources with those of surrounding towns. This planning method could help provide some of their needed recreational facilities by using existing or expanded facilities in surrounding communities.

### **Recreational Committee**

The City Council recently re-appointed a Recreation Committee to plan and organize the City's recreational facilities and activities. An active committee with the full support of the City Council is an essential step in maintaining and improving the City's recreational resources. This committee should also work together with the Planning Board, and the proposed Conservation Commission in order to coordinate future planning efforts. Other City groups and organizations should also be involved within the planning process as the need arises. A primary goal of this committee should also be to start working with surrounding communities to meet shared recreational needs and goals. One area where this is already being done is the summer recreation program which includes the participation of some of the neighboring communities.

### **POLICIES**

1. The City shall continue to support the work of the Recreation Committee and expand their role to include regional recreational planning. The committee shall be provided with the necessary resources to complete their tasks and shall develop ways to work in cooperation with other related private and public groups.
2. The City shall work in cooperation with private recreational organizations such as snowmobile clubs in order to improve the current recreational facilities and activities.
3. The City shall pursue private, State and Federal grants to be used for recreational facilities, and a special effort should be made to seek funds for the development of a bike trail system.
4. The City shall continue to support the existing plans for the creation of a trail system between Gardiner and Augusta over the railroad right-of-way.
5. The City shall commit the necessary financial and planning resources necessary to implement the ideas and suggestions presented in this plan section.

## **IMPLEMENTATION STRATEGY**

1. The Recreational Committee shall develop a comprehensive recreational plan for the City that includes regional involvement and address the needs and concerns raised in the Plan. A plan should be developed by January 1996 for presentation to the City Council.
2. The City Council shall continue to support the development of a Community Center at the O.C. Woodman School.
3. The City Manager in cooperation with the Recreation Committee and the Director of Public Works shall apply for State funds for the development of a bike trail system by January 1996.
4. The City Council shall include in its yearly budget funds dedicated for the improvement of the City's recreational facilities.

## **PLAN INTEGRATION**

The City has many recreational needs that require attention, and they range from expanding existing ballfields to providing a public swimming area. These needs and concerns form one portion of a long list of issues requiring the City's attention and financial support. As in many towns the recreational issues are pushed to the bottom of the list of items requiring funding as more pressing issues of road improvements and State and Federal mandates take priority. The future prospects of this condition changing are not good, however, the City does have options to explore that could stretch its limited recreation budget. The prime opportunity for the City to explore is to work in cooperation with surrounding towns to develop a regional recreation plan that can pool resources from a number of communities. Another option is to pursue grants such as funds dedicated for the development of Bike paths.

# **AGRICULTURE, FOREST AND OPEN SPACE RESOURCES**

## **SECTION 20**

### **SUMMARY**

This section of the comprehensive plan will cover the City's agriculture resources, prime farmland, existing farm sites, open space and undeveloped land, forest resources, tree growth parcels, and future outlook for these areas in the next 10 years. A number of other sections of the plan should be referenced in order to get a cohesive view of this subject such as: Scenic Resources, Critical Natural Resources, Recreation, Housing, and the Land Use Plan.

### **GOALS**

1. Safeguard agriculture and forest resources from development which threatens those resources
2. Encourage orderly growth and development in appropriate areas of the City while protecting the City's rural character, making efficient use of public services and preventing sprawl development.
3. Match the density and type of development with the natural carrying capacity of the land to support development without environmental damage.

### **DATA**

See the following data sections for more information about these resources: Agricultural and Prime Farmland, Soils/ Topography, Scenic Resources, and Critical Natural Resources.

### **ANALYSIS**

#### **General Information**

The City of Gardiner consist of 15.9 square miles and is bounded on the east by the Kennebec River, on the west by the Cobbesssee Stream, on the north by the Towns of

Farmingdale and West Gardiner and on the south by the Town of Richmond. The northern section of the City especially on the east side, consists of an urban area, and the south consists of both pockets of residential and some commercial development and rural land. The rural sections of the City consist of a mixture of undeveloped or lightly developed wooded land with some open pasture and older farm sites. The rural areas of the City have undergone a period of rapid development and account for over 75% of the City's new residential housing starts for the past 10 years. A large pocket of farmland and forest consisting of a total of 1,120 acres belonging to the Gardiner Estate also sits on the eastern side of the City along the Kennebec River.

The City developed as a commercial center for the region and was the site of mills, manufacturing, industry and commerce due to its proximity to the river and a source of ample water power along the Cobbossee Stream. Another shipping port and manufacturing center also developed in South Gardiner behind Mill Street due to a deep water harbor. Agricultural and forest product industries were never a very important activity within the City unlike the surrounding communities. The City quickly developed an urban area around the Cobbossee Stream and in South Gardiner, and this mix of industry and houses defined the character of the City.

#### Agricultural Resources

Agricultural was never an important activity in the City due to the commercial development of the City, however, there are 20 farm sites in the City consisting of 1,722 acres. The largest of these parcels is the Gardiner Estate which contains a total of 1,120 acres and is a mixture of both pasture and forest. The City is fortunate that this parcel sits just south of the urban area of the City, and due to deed restrictions the estate will remain as a farm and/or open space.

The 20 existing farm site consists both of land that is currently farmed or older inactive farmsteads that are not actively used at the present time. The future agricultural use of the inactive farmsteads is not realistic, however, the infrastructure on many of the sites is in place, such as wells, pasture land, and barns. The real future potential for most of this land is more likely to be for residential development in light of the City's current land use patterns. Only 9 of the farmsteads are in active agricultural use that consist of hay fields, livestock and some small farming. Some of the other 14 sites do have some limited hay production.

Existing Farms and Farm Sites

LOCATION	DESCRIPTION
Map 30 Lot3 & Map 25 Lot 1 & 1A 1 Andrews St & 183 West Hill Road,	Andrews Farm, 76 acres pasture land and livestock Active Farm Site
Map 23 Lots 17, 16, 20, 21& 19 Gardiner Estate	Gardiner Estate, 1120 acres pasture, forest and livestock Active Farm Site
Map 17 Lot 22 297 Capen Road	23 acres, pasture, livestock, homesite, Active Farm Site
Map 14 Lot 19 29 Rear Bartlett Street	15 acres, field, cultivated crop Active Farm Site
Map 14 Lot 11 797 River Ave.	22 acres, hayfield, cultivated crops, and home site Active Farm Site
Map 3 Lot 10 736 Marston Road	6 acres, hayfield & home site
Map 8 Lot 12 566 Marston Road	45 acres, pasture, livestock home site Active Farm Site
Map 17 Lot 12 229 Rear Marston Road	24 acres, hayfield Active Farm Site
Map 13 Lot 2 387 Marston Road	7 acres, field & home site
Map 17 Lot 19 346 Capen Road	18.5 acres, hayfield
Map 31 Lot 125 242 Brunswick Ave.	12 acres, field & home site
Map 26 Lot 3 & 4 369 Highland Ave.	45 acres, fields, nursery Active Farm Site
Map 2 Lot 4 126 Weeks Road	54 acres, fields & home site
Map 5 Lot 6 1159 River Ave.	49.5 acres, fields & home site



Map 5 Lot 18 1087 River Ave.	40 acres, fields & home site
Map 10 Lot 10 1029 River Ave.	40 acres, field & home site
Map 10 Lot 6 1041 River Ave.	44 acres, fields & home site
Map 10 Lot 11 1002 River Ave.	20.3 acres, pasture, livestock homesite Active Farm Site
Map 10 Lot 13 72 Costello Road	23 acres, fields & home site
Map 18 Lot 6 & 6B 55 Capen Road	39.5 acres, fields & home site

### Prime Farmland

Prime farmlands located in Gardiner are those soils with a capability class of I and II, as defined by the Kennebec County Soil Survey, 1978. These soils are listed as having few to moderate limitations that reduce or restrict their agricultural use. A total of 1,934 acres are identified as being prime farmland.

### Identified Prime Farmland Soil Types

Soils Type	Description
Buxton Silt Loam	3 to 8 slope BuB2
Buxton Silt Loam	8 to 15% slope BuC2
Hadley Silt Loam	HA
Paxton Charlton Fine Sandy Lm	3 to 8% slope PdB
Scio Very Fine Sandy Loam	3 to 8% slope SKB
Woodbridge Fine Sandy Loam	3 to 8% slope WrB

The total land listed as prime farm soils is 1,934 acres and of this 1,467 acres is developed and 467 acres are undeveloped and consist mostly of woodland. The developed portions are developed for residential uses and not used for farming or other agricultural purposes.

## Forest Resources

There are approximately 1124 acres of classified parcels in tree growth within the City. This land belongs to residents who have chosen to have their land protected from development and, in turn receive a lower tax evaluation. The land owners must develop a tree harvesting plan by a registered forester and harvest wood for commercial use. A penalty is assessed to the owner if any of the land is sold for development.

### Tree Growth Parcels

Map & Lot	Softwood	Mixed Wd	Hardwood	Total
6/ 3A		64 ac.		64 ac.
25/ 19	4 ac.	21 ac.		25 ac.
14/ 12	8 ac.	7 ac.	13 ac.	28 ac.
12/ 19	38 ac.	10 ac.	23 ac.	71 ac.
25/ 30		10 ac.		10 ac.
8/ 5	31 ac.	63 ac.	10 ac.	104 ac.
19/ 20	2 ac.		16 ac.	18 ac.
23/ 17& 19 32/ 9	195 ac.	237 ac.	90 ac.	522 ac.
11/ 2		16 ac.		16 ac.
16/ 13	30 ac.	19 ac.	11 ac.	60 ac.
5/ 2		77 ac.		77 ac.
17/ 27	4 ac.	30 ac.	6 ac.	40 ac.
14/ 17	13 ac.	33 ac.	11 ac.	60 ac.
25/ 24	4 ac.		14 ac.	18 ac.
3/ 17	7 ac.	3 ac.	4 ac.	14 ac.
Total	336 acres	590 acres	198 acres	1124 acres

## Prime Forest Land

The City contains 2,052 acres of land that can be classified as prime forest land as defined by the Kennebec County Soil Survey, 1,978 as Woodland Group 3 and Woodland Group 4. Woodland Group 3 consist of deep well-drained soils that provide the optimum growing conditions for trees and Woodland Group 4 consist of moderately well drained soils with high available water, seasonal high watertable or hard pans that restrict root development to 18-24 inches below the surface.

### Woodland Groups 3 & 4

Soil Description and Woodland Group
Hartland very fine sandy loam 8-15% slope Group 3
Hartland very fine sandy loam 15-25% slope Group 3
Hadley silt loam Group 3
Paxton very stony fine sandy loam 8-15% slope Group 3
Paxton-Charlton fine sandy loam 3- 8% slope Group 3
Paxton-Charlton fine sandy loam 8-15% slope Group 3
Paxton-Charlton fine sandy loam 15-25% slope Group 3
Paxton- Charlton very stony fine sandy loam Group 3
Paxton-Charlton very stony fine sandy loam 3-8% slope Group 3
Scio very fine sandy loam 3-8% slope Group3
Woodbridge very stony fine sandy loam 3-8% slope Group 3
Buxton silt loam 3-8% slope Group 4
Buxton silt loam 8- 15% slope Group 4
Ridgebury very stony fine sandy loam Group 4
Ridgebury fine sandy loam Group 4

A total of 2,052 acres of land are identified as prime forest land and a total of 1,433 acres are developed to some extent and 619 acres are completely undeveloped.

The City does not have local standards to control tree harvesting and relies upon the state to enforce any specific violations that occur outside of the areas governed by shoreland zoning. A significant amount of tree harvesting has occurred within the City, however, no exact records are kept by the City. The evidence of the activity is seen by the number of logging roads cut into rural land, and at some locations clear cut areas are visible from the road. The areas where tree harvesting is taking place are easily identified as those parcels listed under tree growth and are confined to the rural southern sections of the City. The lack of standards places the City in a position of not knowing if cutting activities pose a hazard to an area or a watershed. Some possible alternatives that could mitigate this situation would be to require a notification permit for all timber harvesting activities over 5 acres. This option would at least put the City in a position of knowing where the cutting activity is taking place, especially if it is on land that is not listed under tree growth.

### Open Space and Undeveloped Land

A complete listing of all the undeveloped land within the City is contained in the Data section. Undeveloped land or open space is considered to be land that does not contain any structures. Land parcels that contain developed portions such as a small house are not included in this discussion. It is estimated that 3,185 acres of land throughout the City are considered to be undeveloped. Among this total are 2,830 acres on parcels of 10 or more acres. The land parcels greater than 10 acres will be considered to be the primary focus of the balance of this analysis.

The 2,830 acres of undeveloped land are not all suitable for possible development due to a number of factors including lack of road access, steep slopes and poor soils. Most of the land is located in the southern sections of the City, and a significant portion is back or rear land without direct road access. Other large sections of this land consists of steep slope areas that lie perpendicular to the river and are unsuited for any sort of development. Rock and ledge outcrops also present some limiting factors in many areas although some of these areas are actively cut for timber.

The undeveloped land parcels over 10 acres account for 27% of the total land area of the City, and the total undeveloped land area regardless of size accounts for 31% of the land area. The City still has a significant amount of land available for future development, and this does not count those land parcels that are only partially developed. Based upon a 2 acre lot size, the gross build-out potential of the City's undeveloped land would be 1,400 units. The City's present growth rate is about 25 new structures per year, and it would appear that ample land is available to accommodate future development.

Only 142 acres of the available undeveloped land in the City has access to both water and sewer, and this includes 35 acres of land along Brunswick Ave. The potential future build-out of the City's available undeveloped land will forever change the character of the City, and the current rural growth pattern is rapidly pushing the City along this path.

### **General Comments**

It is interesting to compare just what percentage of the City's land is used by agriculture, forest, and open space. The following is the breakdown of this analysis:

1. The 1,722 acres of existing farm sites account for 17%.
2. The 1,934 acres of prime farm land account for 19%.
3. The 467 acres of undeveloped prime farm land accounts for 4%.
4. The 1,124 acres in the tree growth program account for 11%.
5. The 2,052 acres of prime forest land accounts for 20%.
6. The 3,185 acres of undeveloped land accounts for 31%.
7. The 2,830 acres of undeveloped land over 10 acres in size accounts for 27%.

Many of the various land classifications overlap so that the results cannot be simply added up to obtain a total of undeveloped land. However, a picture of the City's agricultural and forest resources can be determined.

### **POLICIES**

1. The City shall encourage the continued agricultural and forest resource use of land within the City by promoting the tree growth and farmland tax program. The City shall provide assistance to program participants especially with filling out the various reports and forms required by the state.
2. The City shall develop notification rules for timber harvesting occurring on over 5 acres of land as a way to keep informed of where the timber cutting activity is being performed. All cutting operations would have to file a form indicating where the activity will take place and the estimated duration of the cutting.

3. The City recognizes that the existing farms and farm sites are an asset to the rural character and scenery of the City and every effort shall be made to preserve these areas for agricultural activities by requiring that any proposed subdivision development be designed as a Planned Unit Development in order to preserve the prime farm land. The City shall also explore other options available from conservation groups to assist landowners to preserve their farmland.
4. The City shall create a Conservation Commission and place the responsibility of developing ways to preserve the City's existing rural character that includes farms, forest and open space.

## **IMPLEMENTATION STRATEGY**

1. The Tax assessor shall on an on-going basis provide assistance to landowners with the various reporting and forms required for the Farm, Tree and Open Space Tax Programs. The tax assessor shall assist landowners to qualify for these programs and shall yearly advertise the availability of these programs.
2. The City Council shall create a Conservation Commission by 1996 and give them the responsibility of finding ways to promote the City's existing rural character and to improve the quality of the environment.
3. The Planning Board shall modify the City's current Planned Unit Development Standards so that the preservation of prime farmland and existing farm sites is a priority. All subdivision development proposed for these sites shall be required to be designed as a PUD. The Board shall make these changes by 1996.
4. The Planning Board and the Code Enforcement Officer Shall develop a timber harvesting notification program by 1996 in order to keep informed of all the tree cutting activity that takes place within the City, and also monitor for any environmental violations.
5. The Planning Board shall as soon as possible implement the proposed revisions contained in the Plan's Land Use section in order to address the rapid pace of development that is occurring in the rural section of the City. The Board shall complete this task by the early 1996.

## **PLAN INTEGRATION**

The preservation of the City's existing farms, open spaces and forest land can be directly opposed to a landowner's choice of how the land will be used in the future and has direct impact upon the potential value of that land. If a landowner is unable to develop the land, then the City might find itself in a position of providing compensation to the owner for the loss of value. The City needs to find a way that allows development such as with a PUD design, and to assist current landowners to keep their land with the use of the existing tax programs. The preservation of the rural landscape for traditional uses will also assist the City to address the rapid rural development which is very quickly changing the character of these areas and will increase cost for the City in the long term.

# **SCENIC RESOURCES**

## **SECTION 21**

### **SUMMARY**

This section describes the results of a Scenic Survey undertaken by the Planning Board for the Comprehensive Plan. The survey was conducted by Charlton Hudson during the summer of 1994. Mr. Hudson also conducted the City-Wide Historic Survey of the City that is described in the Historical and Archeological Resource section of the Plan. The Survey describes 11 sites in the City that have a significant scenic value for the City and add to the overall character of the Community.

### **GOALS**

1. Preserve the City's Historic and Archaeological Resources.
2. Promote activities that improve and beautify the City's public buildings, parks and street landscape.
3. Promote and preserve the Kennebec River frontage for open space and recreational use.
4. Promote and protect the distinct characters of Gardiner's downtown, residential neighborhoods and rural areas.

### **DATA**

See the following Data Sections: Scenic Survey Report and Photographs, and Historic Data Section.



## ANALYSIS

The Scenic Survey lists 11 sites in the City that have a significant scenic quality. The purpose of the Scenic Survey was to identify aesthetic areas of the City, be they natural and/or man-made, which the residents of Gardiner recognize as having a high degree of scenic integrity. The criteria for identifying the sites was based upon accessibility, recreational enjoyment and recognition as an aesthetically pleasing experience.

Additional locations of scenic value do exist throughout the City, however, many of these sites are not accessible by the general public. The other important factor in determining whether or not a location was worthy of inclusion in the survey was the following very subjective test:

- Would the public miss the site if it was changed or altered?

The following is a description of the 11 areas identified in the survey.

### 1. Views of the Common

Serving as the town center of Gardiner, the Common provides aesthetic enjoyment in an urban setting. The Common functions as the focus for the community by providing open space, civic monuments and recreational facilities. The land once used as sheep pasture now is used by children, walkers, community fairs, concerts, senior citizens and provides a very popular hang-out for teenagers. The location of a common in Maine communities is rare despite it being a familiar fixture throughout New England.

The Gardiner Common is a gift to the City by the Gardiner family as long as it continues to be used as a park and is maintained by the City. At some time in the past the Gardiner family threatened to convert the Common back to a sheep pasture unless the City restored and maintained the area after it was neglected for a period of time.

The Common is framed or surrounded by Historic Architecture including the houses on School Street and the two imposing churches that are located on opposite corners of the park. The Common also contains a wood frame bandstand, water fountain, children's playground and civic monument.

### 2. View of Gardiner from the Common

This is a view of the downtown area as seen from the top of Church Street and the Common. The northerly view shows the sky/roof line of the downtown and buildings along the hill on Brunswick Avenue. It serves as an entry to the Common from the south.

3. Southerly View of Downtown from Bridge Street

This view encompasses the rear facades of the downtown Water Street buildings and serves as the entry to the City as seen from the bridge and across the River. Despite the varied and somewhat unorganized appearance of the rear of the downtown buildings, it displays a somewhat pleasing urban landscape that is highlighted by the older brick structures of varying heights and scale.

4. View of Cobbosseecontee Stream from the Rear of Maine Street

This view shows a natural aesthetic value of the stream in the middle of a urban setting. The entire length of the stream from the outlet at the Kennebec River to the New Mills Bridge provides a variety of scenic vistas. The Stream is crossed by an old railroad bridge and one can still see the stone remains of the many Dams that once provided power for the City's mills and industries. This portion of the stream runs straight through the City yet along its banks one hardly knows one is in a built-up area. The stream also serves as a swimming area and by local fisherman.

5. Northerly View of the Downtown from River Avenue

This view from the hill on River Avenue on the approach to the downtown area shows the other entrance to the downtown from South Gardiner. The area is dominated by the Library, Gardiner Savings Bank and the old Railroad Siding Buildings on the river side.

6. View of the Gardiner Farm from Lincoln Avenue

This view provides a scene of a rural farmstead and pasture from Lincoln Avenue. The view can be seen from the end of Lincoln Avenue. Other views of the Gardiner Farm can be seen from River Avenue.

7. River Avenue Corridor

This viewshed contains a scenic corridor which lies on both sides of River Avenue. The view to the west shows the Gardiner Farm and to the east the Kennebec River. The Kennebec River view on both sides of the river are significant due to the high degree of

scenic integrity. The curve of the River and the tree lined shores provide a very delightful scenic landscape that gives a peek into what the river must of looked like to the City's first residents. This area of the river is presently in a Resource Protection Zone that will ensure that the tree landscape will be preserved. Most of the river shorefront is also within the 100 year floodplain that prohibits new development. The riverfront is used by hikers who travel along the railroad tracks and it is the site of a number of ice shacks during the winter.

The Gardiner Farm to the west provides a view of the Oaklands which is the castle like structure located upon a hill that can be best seen from the southerly approach. The structure is on the National Register of Historic Places and provides a very pleasing architectural and pastoral setting. One can almost picture a English Country landscape complete with country manor and surrounding farm estate. The hillside called Mt. Tom is used by residents during the winter as a snow sledding area.

8. Views of the Kennebec River from Riverview Drive

This viewshed from both the north and the south encompasses distant views of undeveloped shorefront along both sides of the river. A view of some of the islands in the river can also be seen by looking to the south. The scene is further enhanced by the the architectural style of the older homes that are located along the street.

9. Tree Canopy of Costello Road

This view consisist of a natural environment of mature trees which serve as a canopy over Costello Road. The scene is best viewed from the western approach of Costello Road. The view is enhanced by the position of farm buildings and houses located at the beginning of the approach to the tree lined road.

10. Marston Road Tree Canopy and Pasture

This viewshed depicts open space, pasture land and tree canopy located on the Marston Road. The scene contains a gentle hillside and a ridge lined with a thin line of trees. Some trees provide a canopy for the road, and a small watering hole located close to the road provides water for livestock.

11. Cobbosseecontee Stream Views

This view from New Mills Bridge and West Hill Road provide aesthetic vistas encompassing both pastoral landscapes and water views. New Mills Bridge and sections of Harrison Avenue provide some excellent views of the Water District Dam and the Stream. The shorefront of the Stream along Harrison Avenue is in a Resource Protection Zone, and a mature stand of trees line the stream bank.

Other views of this area show a large expanse of very hilly pasture land that rise to the west of West Hill Road. The area is the location of an active farm that offers some excellent views of the stream

The 11 sites described in the survey provide a good start for the City to pursue a number

of possible planning strategies that could include the following; encourage additional public input in order to identify other scenic sites, create an awareness or educational effort to make the public aware of the many scenic assets of the City, develop performance standards to protect some of the areas from development, develop a review process for all development that identifies scenic sites, develop recreational areas around the sites in order to protect the sites and to protect them from development, place some of the scenic sites in protective zones that would ensure that development would not alter the site, develop a policy that uses the City's existing laws and ordinances to protect the scenic areas of the city in a manner that is site specific to the individual circumstances of each area.

The City has a number of possible options available that could address the scenic assets of the City. Since this is the first time the City undertook a scenic survey, it should be made available to the public for comment. Copies of the survey including photographs should be located at City Hall and at the Library so that citizens can have the opportunity to view these sites and offer suggestions for additional areas or ideas for ensuring that these areas are protected for future generations. The goal of performing this survey is not only to identify important scenic areas of the City but to create public interest in these areas so that people will go out and view and experience these areas for themselves.

## **POLICIES**

1. The Scenic Survey will be placed on display at City Hall and at the Library so that the public will have the opportunity to learn about the survey and can provide information about other important scenic areas.
2. The City shall incorporate a scenic review standard into the site review and subdivision review procedures in order to protect these areas from the impacts of major types of development.
3. The City shall develop a policy with Public Works that provides a way to maintain roads and rights-of-ways in a manner that does not destroy scenic streetscapes such as tree lined roads.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall develop a scenic review standard for site and subdivision review to be included in the Zoning Ordinance by January 1996.
2. The City Manager and the Public Works Director shall develop a policy to address maintenance procedures and how they relate to the protection of scenic areas by January 1996.

## **PLAN INTEGRATION**

The protection and enhancement of the Scenic Resources of the City will have to be pursued in a creative manner that mixes a little of regulation with other things such as grants, private donations, volunteer deed restrictions, open space tax status, and very small amounts of public money. The City is very fortunate to contain a number a significant scenic sites and should seriously attempt to preserve these areas for the future and/or develop the sites for recreation. The critical issue facing the City is the limited amount of public funds to support such activities as land purchases or park construction.

# **CRITICAL NATURAL RESOURCES**

## **SECTION 22**

### **SUMMARY**

This section of the plan will deal with a wide range of areas including the following: wetlands, shorelands, aquifers, steep slopes, unique plant habitat, wildlife and fish resources, camp road conditions, watersheds, soils, Cobbossee Stream, Kennebec River, Rolling Dam Brook, and shoreland zoning. A number of other sections of the plan should also be referenced in order to obtain a full picture of some of these topics such as: Agriculture, Forest and Open Space Resources, Scenic Resources, Flood Plain Management, Recreation, and the Land Use Plan.

### **GOALS**

1. Protect the quality and manage the quantity of the City's water resources, including streams, aquifers, ponds and rivers.
2. Protect the City's critical natural resources, including wetlands, wildlife, fisheries, significant plant habitat, shorelands, scenic vistas, steep slopes and unique natural areas.
3. Promote and protect the City's marine resources including, boating, fishing and harbor fronts.
4. Promote and preserve the Kennebec River frontage for open space and recreational uses.

### **DATA**

See the following data sections: Soils, Wetland Study, Scenic Survey, and the Natural Resource Maps.

## **ANALYSIS**

### **General Comments**

This section of the plan covers a great deal of information, and at times the best way to analyze this information is to refer to the Natural Resource Maps. Some of the data is included on the maps included with this Plan, however, if you are seeking particular detailed information about a piece of property of a section of the City, one should contact the Code Enforcement Officer in order to gain access to all of the original resource maps and various studies. This section of the Plan was designed to be as detailed as possible considering the limitations of the plan budget in order to provide accurate information for the City in future land use planning and to help guide development towards areas best suited for their particular use in a manner that protects the City's environment for future residents.

The best way to review this section is to pull out the appropriate Natural Resource Maps as this material is reviewed. The nature of some of the material covered in this section is such that one can only obtain a clear picture of the issue when it is presented on a map.

### **Soils**

A complete description of the soil conditions within the City are contained in the Soils Data section.

Most of Gardiner's dense development is located in the northern urban area of the City. The remainder of the City is lightly developed and consists of forest, wetlands, streams, fields, and open spaces. A significant open area comprising over 1,000 acres is the Gardiner Estate which is made up of fields, forest, and pasture.

Gardiner's terrain varies from low floodplains found abutting the Kennebec River, to gently rolling fields south of the urban area and forested hills with rock outcrops in the interior portions of the City.

The City is made up of predominantly gently rolling hills with low level floodplains of varying widths alongside the Kennebec River and Cobbossee Stream.

A series of ravines extend along the full length of the Kennebec River providing drainage from the interior higher elevations, the steepest of the ravines are located in the southern area of the City and contain the most erodible soil areas. Some ravines of more moderate slope provide drainage into the Cobbossee Stream. The highest elevations are located in the ravines along the Kennebec River and on hills within the interior of the City.

Gardiner's geologic resources consist of bedrock formations and surficial deposits. Five deposits comprise the surficial geology. Till is an unstratified sediment containing clay, sand, gravel, rock and boulders. It occurs in areas of high elevation and is often thin in depth. Marine-glacial silt and clay sediment composed of silt, clay and fine sand, makes up the Presumpscott Formation. It lies in areas that were below sea level in late glacial times, primarily near the Kennebec River and in ravines along the river. Meltwater streams flowing from the glacier laid down glacial stream deposits of poorly sorted sands and gravels. They are well drained and provide prime aquifer recharge areas in many instances, as well as sources of sand and gravel for construction activities. The very fine silts and sand of stream alluvium deposited by flooding along the Kennebec River occurred after glaciation, as did the accumulation of organic matter in swamp deposits in poorly drained interior areas of the City.

The City consists of 15.9 square miles and contains 15 soil series and 34 mapping units. The soils located within the City include the following:

1. Biddeford Series
2. Buxton Series
3. Hadley Series
4. Hartland Series
5. Hinckley Series
6. Hollis Series
7. Paxton Series
8. Ridgebury Series
9. Sacio Series
10. Scantic Series
11. Scarboro
12. Scio Series
13. Suffield Series
14. Windsor Series
15. Woodbridge Series



### General Characteristics of Gardiner Soils

Soil	Depth/ Bedrock	Depth/ Water Tbl	Frost Action	Drainage	Perme- ability
Biddeford	over 5"	0- 1/2"	high	very poor	slow
Buxton	over 5"	1- 3 ft	high	moderate	slow
Paxton	over 5"	3- 6 ft	moderate	well	moderate
Hartland	over 5"	over 6 ft	high	well	moderate
Hadley	over 5 ft	3- 6 ft	high	well	moderate
Hinkley	over 5 ft	over 6 ft	low	excessive	rapid
Hollis	1/2-1 1/2	none	moderate	excessive	rapid
Ridgebury	over 5 ft	0-1 1/2 ft	high	poor	slow
Saco	over 5 ft	0- 1/2 ft	high	very poor	moderate
Scantic	over 5 ft	0- 1/2 ft	high	poor	very slow
Scio	over 5 ft	1-3 ft	high	well	slow
Suffield	over 5 ft	over 6 ft	high	well	slow
Windsor	over 5 ft	over 6 ft	low	excessive	rapid
Woodbridg	over 5 ft	1 1/2-3 ft	high	well	slow

The marine-glacial silts and clays of the Presumpscot Formation have relatively low bearing capacity and poor drainage. These types of soils are not well suited for intense development, and any construction would require a detailed engineering analysis in order to support building loads.

The City revised its Zoning Ordinance in 1988 to require 60,000 square feet for building lots in most of the rural areas. This lot size exceeds the recommendations of the Department of Health and Engineering for the soil types found within the City, however, there are some locations with marine soils that are still unsuited for sub-surface waste disposal systems. The majority of the rural sections of the City will have to rely upon subsurface waste disposal systems, and the best soils for that use are those soils rated as prime farmland and prime forest land. A complete listing of these areas are included in the Agricultural, Forest and Open Space section of the plan. This competition for soil suitability does endanger the future use of this land for farm and forest use.

## Steep Slopes

The term slope describes the steepness of the land, and it is expressed as a percentage, measuring the change in elevation over a horizontal distance. All slopes in excess of 15% are considered steep and slopes approaching 25% or in excess of 25% are unsuited for any sort of development. Another factor to consider when dealing with slopes are erodible soils that can even cause slopes less than 15% to be unsuited for development. These areas are also sensitive to minor land use activities such as timber cutting and are prone to erosion.

The City has 9 soil mapping units that have high or severe erosion potential due to soil composition and slope. All of these areas will be considered as steep slope areas based on both slopes greater than 15% and containing erodible soils.

### Soil Suitability, Steep Slopes and High Erodible Soils

BuB2 Buxton silt loam 3-8% slope eroded
BuC2 Buxton silt loam 8-15% slope eroded
HRC Hollis fine sandy loam 8-15% slope
HRD Hollis fine sandy loam 15- 25% slope
PdC2 Paxton-Charlton fine sandy loam 8-15% slope eroded
PdD2 Paxton-Charlton fine sandy loam 15-25% slope
SuC2 Suffield silt loam 8-15% slope eroded
SuD2 Suffield silt loam 15-25% slope eroded
SuE2 Suffield silt loam 23-45% slope eroded

Most of Gardiner's hills are modest in height, although areas of steep slopes occur in a number of areas. The developed urban section of the City is located on sloping land that extends to the Kennebec River on the east and towards the Cobbossee Stream on the west. The area just south of the urban section extending along the length of the Kennebec River contains most of the steep slopes. Other areas are also located along the Cobbossee Stream and Rolling Dam Brook. The steep slopes are mostly ravines that contain streams, brooks or drainage ways that direct water into the river. These land areas are mostly undeveloped however over the years some sections have been cut for timber and evidence of erosion is present. Other factors that effect these areas are the increased water flows that travel in the

drainage ways which are collected from the interior developed sections of the City. The increases in development over the years and poor drainage planning has resulted in erosion along these drainageways. The steep slopes within the City would be best protected by placing the areas within a resource protection zone that would limit or restrict all development including timber harvesting.

## **Wetlands**

The City undertook a wetland study that involved taking color infrared pictures of the entire city and analyzing them for wetland locations. Existing wetland maps and field checks were also used to locate all the wetland within the City that are 1 acre or greater or are located adjacent of a water body. The location of wetlands are very important for a number of reasons, including the special environmental function they perform to the State and Federal regulations that limit development in these areas.

Wetlands perform significant natural functions such as, providing wildlife habitat, storage of flood waters, filtering of sediments and pollutants in water and recharging aquifers. Existing wetlands are not extensive in Gardiner and only one wetland located along rolling dam brook qualifies for protection by the State. The rolling dam brook area also contains many other smaller wetland areas and all of these areas are located within a resource protection zone.

The state regulates wetlands that are adjacent to a water body under the shoreland zoning regulations, and wetlands that are 10 acres or greater are also protected by the Natural Resource Protection Act. The federal government also has regulations that control all wetlands regardless of size. These regulations require a permit from the Army Corp of Engineers for any proposed activity in a wetland, and in most cases filling or removing a wetland is not permitted.

## **Watersheds**

The City contains two major waterbodies which are the Kennebec River and Cobbossee Stream. The Rolling Dam Brook is another watercourse that travels along the mid-section of the City and drains into the river. A small portion of Pleasant Pond is located in the City along the Richmond border before it changes into the stream. The main watershed within the City is the Kennebec River as part of the greater river valley watershed that terminates into Merrymeeting Bay and the Atlantic Ocean.

There are 7 sub-watershed areas within the City that drain into the River, Cobbossee Stream and Rolling Dam Brook. The City is also a part of the Cobbossee Watershed District which has jurisdiction over the entire Cobbossee area. The district is very active with a number of water quality programs and erosion control efforts in order to improve the water quality of the various streams, ponds and lakes in the watershed. The City is on the

tail end of the watershed, and the quality of the water by the time it flows into the stream has already been effected by upland communities.

The City does have shoreland zoning and has placed most of the river shore within a resource protection zone, however, there are no provisions that control erosion or drainage issues in the interior sections of the City. Already a number of impacts from development have been seen with higher levels of stormwater in the ravines that drain into the river and through the old drainage system that drains the urban sections of the City into the Stream. The Rolling Dam Brook is also frequently brown with silt after a storm from water collected from many of the rural areas of the City.

The following needs to be done to protect watersheds within the City: develop erosion control standards for all development that occurs within the City; improve the existing drainage system in the urban sections in order to reduce flows and cut down on the pollutants that enter the system; develop a program to maintain the existing open and closed drainage systems; develop standards that require all development to handle all their storm water flows onsite; and develop phosphorus controls for the stream.

#### Aquifers and Ground Water Resources

The City's public water supply, as well as private wells all come from ground water sources. The Water District has 2 high-yield wells located adjacent to the Kennebec River along River Avenue and also classifies the Cobbossee Stream as the back-up water supply source. Private wells are used throughout the rural sections of the City where public water is not available. The Water District does not have any immediate plans to extend water lines into these rural areas so that private water sources will be necessary well into the future.

Ground water supply sources can come from both sand and gravel areas and from bedrock wells and ample supply appears to be available, however, ground water protection measures are not in place to maintain these sources.

Ground availability depends upon geologic resources with some areas more optimum as ground water supplies than others. Aquifers are underground water-bearing geologic formations capable of storing and providing water on a sustained basis. Both bedrock and unconsolidated aquifers exist in Gardiner. The prime sites for bedrock aquifers are areas of numerous and/or large fractures covered by deep, water-saturated surficial materials. The prime sites for unconsolidated aquifers are coarse-grained, deep surficial deposits with ten or more feet of water-saturated thickness.

Both bedrock and sand and gravel aquifers in Gardiner yield water at significantly high rates. One bedrock aquifer straddles the Kennebec River at South Gardiner with potential yields of 50 gallons of water per minute, while the other less-well defined bedrock aquifer straddles Cobbossee Stream and encompasses Libby Hill with potential yields of 20 gallons

per minute. Extensive, narrowly-shaped sand and gravel aquifers lie along the Kennebec River from Gardiner's urban area to South Gardiner. The northernmost of these yields 1,250 gallons of water per minute to each of two municipal wells located there.

The Maine Geological Survey indicates the mapped sand and gravel aquifers enclose the principle ground water recharge sites for the aquifers, but cautions that recharge is likely to occur over a more extensive area than that is mapped. In the gravel aquifers along the river, recharge almost certainly also occurs through hydraulic connection with the river's surface water.

The potential of ground water and aquifer pollution corresponds to the permeability of the recharge material. Rapidly permeable sands and gravels do not filter the water as effectively as relatively impereamble silts and clays. The thickness of the recharge material impacts pollution potential only if the aquifer is bedrock or if the water table is at a great depth. Then the filtering action of the unsaturated surficial deposits purifies the infiltrating water.

Gardiner contains 5 soil mapping units that are good sand and gravel sources. These sites have potential for commercial gravel/sand operations. This type of soil has a very rapid permeability and there is a potential for pollution. These areas due to the high permeability also serve as aquifer recharge areas.

#### Suitable Soils for Sand and Gravel Operations

HKB Hinkley gravelly sandy loam 3-8% slope
HKC Hinkley gravelly sandy loam 8-15% slope
HKD Hinkley gravelly sandy loam 15-30% slope
WmB Windsor loamy sand 3-8% slope
WmC Windsor loam sand 8- 15% slope

A large sand and gravel pit is located along River Avenue in South Gardiner, just south of the village area and is owned by the City and the State. Other sand and gravel pits are located west of Brunswick Avenue between the Libby Hill Road and the Marston Road.

The protection of the City's ground water resources are an important issue that deserves a great deal of attention due to the City's dependence upon these resources. Protection measures should include high yield bedrock areas, sand and gravel recharge areas, and surface waters of the Kennebec River. The protection of ground water quality and the maintenance of high yields are the two critical protection issues. Limiting the intensity of installation of subsurface waste disposal systems based upon soils and geological characteristics will permit adequate treatment of the effluent by the soils without exceeding the soils capacities. Extending the sewer into areas with sensitive aquifers is another way to

reduce the possible contamination from subsurface disposal systems. Limiting the placement of land uses utilizing toxic or hazardous material in known aquifer recharge areas will prevent the accidental contamination of the aquifer. Developing a wellhead protection plan for the Water District's two yield wells according to the State and federal guidelines will also ensure the quality of the public water supply. The last strategy is to limit the amount of impervious surfaces and requiring the on-site absorption of stormwater run-off in new development. The creation for erosion control standards for all development and construction throughout the City will also provide some protection for both the aquifers and the receiving surface waters.

Sand and gravel sites many times serve both as recharge areas and sources of raw materials and as such can pose a hazard to the aquifer. The removal of the surface materials reduce the soils ability to filter out pollutants from directly entering the aquifer and this issue is even more critical in sand and gravel areas due to the rapid infiltration of water through the soil material. The City should consider protecting the existing sand and gravel sites from excessive use and ensure that these areas are restored whenever feasible or that non-extraction activities do not occur at these sites.

At the present time the two high-yield public wells are surrounded by the Gardiner Estate which provides an adequate buffer, however, infiltration from other areas from storm water flows pose a possible hazard. The wells are also very close to River Avenue and are subject to a threat of pollution from an accident occurring on the roadway. The large sand and gravel pit operated by the City and the State is also prone to contamination from unauthorized use on the site such as dumping and storage of vehicles. The other high yield bedrock area in the vicinity of Libby Hill is located in a commercial area and a residential growth zone and as such is prone to possible contamination.

### **Shoreland Zoning**

The City has adopted Shoreland Zoning for the protection of the Kennebec River, Cobbossee Stream and Rolling Dam Brook. The stream is protected by a combination of a 250 foot setback and a resource protection along most of the shore. The urban section of the City is zoned as a commercial zone due to the existing industrial uses that line the shores of the stream and only a minimum of protection is provided. This section of the stream due to its rapid change in elevation has some of the most scenic sections along it's banks, and white water is common during some parts of the spring and fall. The area is also greatly effected by storm water that exits from the highly developed sections of the City.

Rolling Dam Brook contains a large wetland rated as a moderate value for water fowl and provides a scenic vista of a large expanse of wetland that extends from Richmond along the brook into Gardiner. The entire length of the brook is in a resource protection zone that has maintained the area from development including tree cutting. The length of the brook is only sparsely developed however with the rise in rural residential development this area

is faced with impacts associated with by stormwater run-off.

The Kennebec River shorefront is mostly within a resource protection zone except for the urban area downtown, a small residential neighborhood along Riverview Drive and the industrial area around Mill Street. The existing zoning has protected the immediate shorefront, however, the area is effected by stormwater run-off flows from the interior sections of the City, and erosion from the banks of the many small streams that flow into the river .

The development along the City's shorefront has been very slight over the past 10 years with only one new structure being permitted however some renovation projects and expansions have occurred to existing shorefront properties. Most of the shorefront land within the City is undeveloped or under developed and due to a number of limiting features this situation will remain.

A survey was conducted of all of the camp roads that extend down to the shore and this indicated that 7 of the 14 roads are in fair to poor condition and subject to erosion and stormwater run-off directly into the waterbody. The other roads although rated in good condition also had some problems with respect to storm water run-off. The complete results of the survey are contained in the Natural Resource Data Section.

The City does not have any local provisions to control erosion during construction except for large building projects, stormwater standards for small developments like individual homes, or phosphorus control standards for the cobbossee stream. All of these areas should be explored by the City in order to address the future water quality of the City's surface water bodies.

### Unique Plant Habitat

The City is fortunate to still have a considerable amount of land as rural and to have three significant surface water bodies. All of these factors work together to provide a landscape that still has some native and unique plants and vegetation. Another important asset to the City is the location of the Gardiner Estate just south of the urban area that provides a rural protected area for the City residents to enjoy. The City does not contain any Registered Critical Areas however Pinkham Island does host a Great Blue Heron Rookery which has been considered for registry.

The City does contain some rare plants which are:

Eriocaulon Parkeri, Parkers Pipewort

This species has been documented along the Kennebec River and River Road and it's habitat is tidal mud and estuaries.

Podostemum Ceratophyllum, Threadfoot

This species has been documented by a review of past historical records however no recent documentation is available. It was known to be found along the Cobbossee Stream and its habitat is rocks in streams.

The City has not been systematically inventoried for rare features and considering the number of possible valuable habitats along the shores of the river, brooks, streams and wetlands throughout the City, this could result in the identification of additional species.

The City should consider developing a Conservation Commission to, among many other duties, conduct a survey of rare plants within the City. The formation of a commission is being recommended in this plan as a way for the City to address a wide array of environmental issues and concerns.

## **Wildlife**

The available forest, open space and undeveloped land within the City provide a habitat for a number of wildlife species ranging from deer to eagles recently seen along the river. A complete listing of the type of species compiled from range maps found in our area is included within the Natural Resources Data Section. Some of the more prevalent species found in the City include beaver, coyote, red fox, fisher, mink, otter, raccoon and deer.

A number of areas within the City provide habitat for a mix of wildlife species and include the following: wetland located on Rolling Dam Brook provides a habitat for water fowl; locations along Rolling Dam Brook and along the stream in the southern section of the City provide habitat; the Gardiner Estate consisting of over 1000 acres provides habitat for deer and other species; the undeveloped land parcel along Route 95 provides a habitat for deer, and deer are frequently in the back land between the Marston Road and Brunswick Avenue and the back land between the Marston Road and River Avenue.

All of these locations except for the Gardiner Estate are subject to development pressures that reduce the available habitat for many wildlife species. This concern is important for the City considering the amount of development occurring in the rural parts of the City.

The bald eagle is another welcome species that has been spotted flying above the Kennebec River. Most of the nesting sites are located south of the City in Richmond and in Towns further south. The presence of the eagle is a sign that the water quality of the river has improved and food sources are available along the shore.

The City's size of only 15.9 square miles does not provide as many wildlife areas as some towns in our region that have twice as much land area and are not as developed, however,



the available wildlife is still significant for its size. Preservation of existing farm sites, steep slope areas, woodlots and the shore areas are key to the continued health of wildlife habitat. Some of these areas are already facing dangers from the rapid pace of growth in the rural sections of the City, and this issue needs to be addressed in order to preserve the City's remaining rural character.

Other special areas that provide habitat are the wetlands that supply homes for waterfowl and many other species. The identification of the City's wetland areas being undertaken by this plan is the first step in the preservation of these vital areas for habitat and an entire other range of environmental aspects.

The recent improvements in the water quality of the Kennebec River has greatly improved the fish habitat within the river and the Gardiner boat landing is a popular spot for area fisherman. Despite the improvements the State has advised people to limit the amount of fish eaten from the river due to levels of toxic materials. The impact of years of pollution and neglect will take a considerable amount of time before the river can even start to approach the fish habitat quality that it once enjoyed. Presently the river supplies the following species: alewives, shad, striped bass, atlantic salmon, brown trout and rainbow smelt. Fish shacks line the shores of the river in the winter to take advantage of the smelt runs and this activity has been increasing over the years. Another significant species that is still in the river, but not in great numbers, is the sturgeon. Recently a 7 foot sturgeon was observed in the river and its age was estimated to be 40 years old. The river provided a productive fishery for the sturgeon along with a number of other species during the past.

The continuation of the river clean-up and improvements to water quality throughout the river watershed could yield a return of some of the former species in numbers that could support a small fishing industry for both commercial and sport use. Another element that is just as important as the water quality of the river is the re-establishment of fish spawning areas. The development of the river for power production and logging has reshaped the natural habitat that was once available for many fish species to reproduce. These changes cannot all be remedied, and as such, some fish habitats will be lost forever. However, some potential changes could have a dramatic effect upon the river's ability to support new fishery resources. The most dramatic potential is provided by the removal of the Edwards Dam which is now undergoing discussion. The dam's removal would re-establish fish habitat lost since the dam's construction and could effect the river's ability to support a wider variety and quantity of fish species. Other implications of this possible change would be lowering of water levels between the dam and the head of falls in Waterville. The river's present shorefront along this stretch of the river would return to its historical boundaries, and it would create a different river landscape.

Deer wintering areas are found in the following locations in the City:

Location	MDIFW #	Rating
South of Northern Av	021027	Indeterminate
Gardiner/Richmond	020536	Indeterminate
South of Lincoln	020189	Indeterminate
West of Weeks Rd	021028	Indeterminate
East of Libby Hill	021029	Indeterminate
West of Capen Road	021030	Indeterminate
West of So. Gardiner	021031	Indeterminate
North of Capen Road	021032	Indeterminate
Rt 210/ Marston Rd	021033	Indeterminate
East of Rolling Dam	020881	Indeterminate
East of Weeks Road	020880	Indeterminate

The indeterminate rating means that the exact value of the area has not been determined and the MDIFW number is a location key to find the area. Other areas that can be used by deers are locations where recent tree cutting has taken place and along hardwood ridges that can provide plenty of food sources. All of the deer yard areas are located within the rural sections of the City and will be protected from most types of development.

### Surface Water Resources

The two major waterbodies that define much of the City's identity are the Kennebec River that forms the entire eastern boundary and the Cobbossee Stream that comprises about two-thirds of the western boundary. The direct watersheds of these two waterbodies drain the majority of the City's land area. All of the water whether directly or indirectly flows into the Kennebec River. The Rolling Dam Brook which meanders through the southern and central sections of the City and flows into the Kennebec just north of the South Gardiner village area drains the rest of the City.

The Cobbossee Stream now has three active dams and in its past was the location of up to 8 power supply dams which fueled the City's industrial base. The Kennebec riverfront along what is now the wharf was an active shipping port, and the area now occupied by the Shop and Save was a lagoon which stored logs for saw mills along its shore. The Rolling Dam

Brook near the Capen Road also was the site of a dam which provided power for a commercial mill. The remains of the former dam are clearly visible along both the Cobbossee Stream and the Rolling Dam Brook.

The Cobbossee Stream, in addition to the former dam sites, also provides a number of scenic areas along its banks from the New Mills Bridge to its entrance into the river. The stream's commercial heritage does not hide its beauty as evidenced by rock outcrops, white-water, high stream banks, and ever improving fishing habitats. Local fishermen have rediscovered the stream, and it is now common to see fishing along its banks.

The industrial past of the stream has taken a toll on the waterbody and the stream is still influenced by these forces. The repair work undertaken by the Water District dam and the American Tissue dam during the past years caused the stream water level to stop. This damaged a valuable fish and wildlife habitat. Unfortunately, the impact of these actions were not taken into consideration due to ignorance of the improved water quality of the stream. The stream is still viewed as man's workhorse to provide power and store water for the pleasure of its upstream inhabitants.

Another major influence upon the stream is that it is the receiving water for any up-stream impacts upon the Cobbossee watershed and as such pollution and sediment due to upstream abuse flow along its banks. The Cobbossee Watershed District located in Winthrop has made major strides in the improvement of the water quality of the watershed, however, more work needs to be done as indicated by the algae blooms in some of the watershed's lakes and ponds. Improvements still need to be made with erosion coming from camp roads, development and storm water systems, subsurface waste disposal system malfunctions, agriculture impacts, phosphorus loading, and timber and vegetation cutting along the shore and in the watershed.

Gardiner's impact upon the watershed's problems are small compared to some of the upland communities, however, the City does contribute to the problem. Shorefront development is not a large issue within the City, and over the past 10 years only one new home was permitted along the stream although a 5 lot subdivision was approved directly within the stream watershed and existing camps and shorefront dwellings have undergone expansions and improvements. The camp road survey indicated that many of the City's shore access roads are prone to erosion and are not maintained, and further, the City lacks erosion control standards to control development impacts throughout the watershed. The highest impact upon the watershed is stormwater which in the urban section of the City carries sediment and pollutants with high velocities into the stream and the river. The City lacks stormwater design standards and a comprehensive stormwater maintenance program which would help improve this situation.

Some improvements have been made in the stormwater system as a result of the City's aggressive CSO reduction program and as a result of the road improvements on Water

Street and the River Avenue during the past few years. The Public Works department has also spent more time on maintenance and cleaning the existing catch basins, however, open ditches and other drainageways are not scheduled for regular maintenance. Development has also increased the stormwater run-off in the City's drainage system which has resulted in wash-outs, erosion along drainage banks, and flooding.

The Kennebec River is the City's dominant waterbody and defined Gardiner's character and development from the placement of the commercial and residential section in the north to the regular flooding of Water Street. The river from the Augusta Dam to Bay Point in Georgetown is classified as an "A" river due to its significant recreational and natural value. The river along Gardiner's banks provides many scenic views, and the section along Riverview Drive combines the natural river setting with some lovely old homes that line the Road. Except for Riverview Drive and a small section around Mill Street, the entire river shore is located within a resource protection zone.

The State classifies the river water quality from Augusta to Merrymeeting Bay as Class C, however, sections of the river below Gardiner meet the Class B designation. The construction of sewer treatment facilities, improvements in stormwater systems, and the reduction of industrial pollutants has over time greatly improved the rivers water quality. The next step for the river is to raise the Class to a "B" river which would impose greater water quality standards to the waterbody. At the present time the discharge of raw sewerage still occurs during storm events from overflow pipes and the resulting bacterial pollution does not meet class B standards. Discharge into a class B waterbody are not allowed to have an adverse impact upon aquatic life.

The classification of Cobbossee Stream has increased from Pleasant Pond to the Kennebec River from a class C to a Class B and Rolling Dam Brook is a class B waterbody.

The challenge for the City is to continue to play its responsible part in the improvement of the water quality of the Kennebec River, Cobbossee Stream and Rolling Dam Brook. The other challenge for the City is to re-assess what role the Kennebec River will play in the City's future and how it might differ from its past. The development of the City is directly linked to the river and stream, and so too are the resulting changes that have in the past damaged the water quality and reduced or destroyed fish habitats. The need for water power to fuel industrial development no longer exists, however, the need for economic development is still critical for the City and Central Maine Region. The river can still play a defining role in shaping the future economic health of the City, however, if it does so it will depend upon a restoration of the waterbody's former fish habitat and pristine waters for recreation and quality of life.

## **POLICIES**

1. Existing soil conditions shall be considered in all development project review in order to determine the suitability of the project for the particular area.
2. All wetland areas as indicated in the wetland survey shall be placed in a resource protection zoning district in order to protect these areas from development and to maintain the natural environmental value of the wetland.
3. All development projects shall be required in the permit process to identify the location of wetlands within the project area and the City shall make applicants aware of both State and Federal requirements that might effect the project due to wetland locations.
4. All areas as identified as steep slopes and/or erodible soils shall be placed in resource protection zoning districts. The Planning Board shall develop a method to place these areas in the resource protection zone based upon the location of drainageways and streams that flow in these areas.
5. The City shall conduct a wildlife and plant survey in order to identify the full range of special, unique or endangered species that are located within the City.
6. The City shall develop the following new standards in order to improve the quality of the land and water environment: stormwater regulations that require on-site storage and treatment of all stormwater from all new development, erosion control standards for all new development, maintenance program for all stormwater ditches and drainageways, phosphorus standards for new development within the Cobbossee watershed, and a camp road improvement program.
7. The City shall develop a Conservation Commission in order to implement the various environmental polices set forth in this plan and to assist the Planning Board with environmental issues and projects.

## **IMPLEMENTATION STRATEGY**

1. The Planning Board shall make the necessary modifications and changes to the Zoning Ordinance as specified in this section by January 1996.
2. The City Council shall appoint a Conservation Commission to be responsible for the City's environmental issues by January 1996.

## **PLAN INTEGRATION**

The City's past planning efforts have not dealt in detail with environmental issues and this plan is an attempt to address that concern. The City's rural areas are facing development pressures that if left unresolved will result in sprawl residential development that will forever change the rural character of the City. Although Gardiner does not contain vast amounts of rural land like some of its neighbors, it does have distinct rural sections that contain undeveloped land that provide habitat for wildlife and other rural land uses. The shifting of the focus of the new rural zoning district from residential to a agriculture rural district should help slow some of the residential development in these areas.

# **FLOODPLAIN MANAGEMENT**

## **SECTION 23**

### **SUMMARY**

This section will cover the City's Floodplain Management Ordinance and issues relating to the flooding potential along the Kennebec River, Cobbossee Stream and Rolling Dam Brook.

### **GOALS**

1. Protect the quality and manage the quantity of the City's water resources including streams, aquifers, ponds and rivers.
2. Promote and preserve Kennebec River frontage for open space and recreational uses.
3. Plan for growth, administer land use ordinances and carry out development decisions in an orderly, appropriate and consistent fashion.

### **DATA**

See the following Data Sections for additional information: Flood Plain Management Data and the Flood Plain Maps.

### **ANALYSIS**

Gardiner experiences periodic flooding at the Kennebec River, Cobbossee Stream and Rolling Dam Brook. A total of 361 parcels are located in the 100 year floodplain as identified by the Flood Insurance Rate Maps or FIRM. A total of 319 parcels are within Zones A1 - A17 and 42 parcels are within Zone A. The areas located in Zone A are adjacent to Rolling Dam Brook. The floodplain in Zone A is approximated and the flood plain in Zones A1 - A17 are based upon actual field studies. The most serious flood damage occurs along the Kennebec River especially within the downtown area. A total of 5 parcels

have been identified as repetitive loss properties and are primarily located in the downtown area in the vicinity of Water Street.

The majority of the land located within the 100 year floodplain is already developed, located in a Resource Protection Zone, or due to topographical conditions such as steep slopes, are undeveloped. The building activity within the floodplain is mostly renovation and alteration of existing structures. The majority of this activity occurs within the downtown Water Street area. The downtown is comprised of mostly brick structure constructed around the turn of the century. A large portion of this area is also within a Historic District making it possible for special consideration from the requirements of the Floodplain Management Ordinance.

During the past 5 years, all but one permit issued within the 100 year floodplain was confined to the Water Street area. The vast majority of the building activity were under the 50% renovation limit. The other building permit was issued for a modular home located on Riverview Drive which was elevated above the base flood level.

The 100 year flood plain in Gardiner can be divided into 3 different areas which are:

1. Land adjacent to Rolling Dam Brook
2. Land adjacent to Cobbossee Stream
3. Land adjacent to the Kennebec River

1. Rolling Dam Brook is located on the easterly side of the Marston Road and cuts over to the Kennebec River through the Gardiner Farm property. All of the land within the 100 year floodplain along the Brook is zoned Resource Protection which prohibits development. This area is labeled an A Zone which means that a detailed elevation study was not performed. The vast majority of the land adjacent to the Brook is comprised of wetland, steep slopes or forested wetland which does not make it conducive for development. There are no structures within the floodplain adjacent to Rolling Dam Brook.
2. Cobbossee Stream shore frontage in Gardiner varies in use from seasonal residential homes to commercial sites adjacent to the downtown area. The land area within the 100 year floodplain extends along the stream shore and in some cases includes residential structures. Most of the flooding along the stream occurs at the outlet at the Kennebec River. This area floods onto Maine Avenue, Shop and Save parking lot and the Arcard parking lot. The Cobbossee Stream shore front does offer some potential building sites, however, due to Shoreland Zoning set-back requirements all of the structures would be placed at least 100 feet from the shore front. The 100 year floodplain does not exceed 100 feet from the shore along the Stream.
3. The Kennebec River in Gardiner is predominantly bordered by undeveloped land with the exception of the following areas: Downtown area, Riverview Drive, and



Riverside Road. The majority of the severe flooding occurs in the downtown area and gradually decreases downstream. The commercial properties in the downtown area due to their proximity to the River and density sustain the heavy economic losses and damage. With the exception of the above listed areas the balance of the land along the River is zoned Resource Protection.

The Downtown area is the cultural and economic center of the City and is composed of older buildings which often makes the imposition of flooding proofing measures impractical. Building relocation and removal for the majority of the buildings is also impractical due to building materials, structural factors and cultural factors.

There are a number of conflicting issues which interplay with the Floodplain Ordinance's intent within the downtown area which are:

1. The majority of the structures in the downtown are within the Historic District.
2. The downtown area is the cultural and economic center of the City.
3. Building type, style and construction material makes floodproofing and relocation impractical or impossible.

The total insurance premium amount paid for flood insurance for 1993 was \$23,100.00. There are a total of 45 policies for a total of \$284,100.00 worth of coverage. A total of 52 insurance claims were made since 1978 and resulted in the payment of \$360,817.00 in claims.

The City has a total of 114 buildings located within the 100 flood plain, and 84 of these are located in the downtown area. There are 90 parcels located in the 100 year flood plain, but all of the buildings are located outside of the floodplain. A total of 157 parcels contain only land within the 100 year floodplain.

The City adopted a new FIRM Map and Elevation Study in 1994, which incorporated changes as a result of data gathered during the 1987 flood. The new study and map only affected the Kennebec River. The new study lowers the base flood level by 3 or 4 feet, however, only slight reductions were made in the area contained in the 100 year floodplain boundary, and no structures were removed from the flood plain.

Flood hazard warnings and preparation is the responsibility of the Fire Chief and is coordinated with the State and County Emergency Management Agencies. An early warning system is not in place, however, the communities in the upper Kennebec River basin have developed an early warning system which should assist the City in preparing for future flood events. In the past few years the City has each spring instituted a flood awareness program for all property owners within the floodplain and has personally spoken with business owners

in the downtown area.

The City is planning to submit an application to the Community Rating System which has the potential of slightly reducing property owners flood insurance rates. The City would be required under this program to adopt some flood prevention measures which for the most part mirror the flood prevention measures already in place.

The City does not currently have a drainage system maintenance program to address the open streams and drainage ways that lead into the river and the stream. The City maintains the closed drainage system and some culverts but does not remove debris or keep drainage ways open or free flowing. A basic maintenance program designed to keep all of the drainage ways free of debris and other flow obstructions would help reduce the potential of local flooding.

The City currently requires that all subdivisions develop drainage plans that do not exceed predevelopment levels. The current zoning does not require stormwater plans or erosion control measures to be used for all development within the City except for subdivisions and shorefront development.

Flood mitigation within the City is limited due to the following:

1. The downtown is comprised of older brick buildings which cannot be adequately floodproofed, and building relocation is not always a structural option.
2. The downtown area from Bridge Street to the Library is located in a Historic District and is eligible for special consideration from the floodplain ordinance.
3. Most of the building construction activity consist of alterations which are under the 50% substantial improvement limit.
4. The downtown is an active commercial area .

The City can develop a flood mitigation program consisting of the following elements:

1. Maintain the current requirement that all new and renovated structures be positioned 2 feet above the base flood level.
2. Ensure that all historic structures obtain a variance before undergoing any substantial improvements.
3. Develop an outreach program to keep property owners aware of flood hazards.
4. Prohibit residential uses on the first floor levels of all the buildings located in the downtown area.

5. Solicit State and Federal grants for building removal.
6. Develop a plan for expanded recreation use of land within the floodplain.
7. Develop a program to assist property owners to make the following building modifications: heating and electrical system relocation, and installing back water valves.

## **POLICIES**

1. The City shall participate in the Community Rating System in order to reduce flood insurance rates within the City.
2. All new buildings shall be prohibited from being constructed within the 100 year flood plain.
3. The City shall pursue grants for the removal of existing buildings within the flood plain in cooperation with property owners.
4. The existing areas along the River presently zoned Resource Protection shall be kept in that zoning district.
5. The City shall seek ways to develop a program to assist existing property owners to make flood proofing improvements to their structures.
6. The City shall develop standards for the maintenance of all drainage ways and create provisions for the control of stormwater and erosion for all development within the City.
7. The City shall continue to enforce the provisions of it's FloodPlain Management Ordinance .

## **IMPLEMENTATION STRATEGY**

1. The Code Enforcement Officer and the City Manager shall submit an application to participate in the Community Rating System by January 1996.
2. The City Manager and the Economic Development Director shall pursue grant funds for building removal and building flood proofing for existing structures.

3. The Planning Board shall revise the City Zoning Ordinance in order to implement the policies recommended in this section.

## **PLAN INTEGRATION**

The location of the Downtown area within the 100 year flood plain will always place these structures in danger of being flooded and cause disruptions to commercial activity. The importance of these buildings to the City's historical fabric and economic life will limit the possible measures that can be used to mitigate flood losses and damage. Despite these limitations, every effort should be made to make whatever improvements or building modifications that are financially feasible in order to assist property owners to reduce flood losses.

# **COMMUNITY RESOURCES**

## **SECTION 24**

### **SUMMARY**

This section will cover the various cultural and recreational attributes of the City and health care and education will also be covered. The Recreational Plan Section should also be referenced for addition information.

### **GOALS**

1. Provide a variety of recreational and cultural activities and opportunities throughout the City.
2. Promote increased educational opportunities for all City residents.

### **DATA**

Additional information may be obtained by contacting the various groups and civic organizations referenced in this section.

### **ANALYSIS**

#### **Health Care and Medical Services**

The City is served by 5 regional hospitals and the closest is the Kennebec Valley Medical Center in Augusta. A variety of other health and medical services are offered throughout the Greater Augusta Area.

The City's location adjacent to Augusta and midway between Lewiston and Waterville provides a wide choice and availability of medical services. Primary care and basic services are readily available in the City, however, specialized services will require patients to travel

to one of the regional hospitals or to Portland.

The City, in cooperation with other local communities, supplies both rescue and ambulance services to the region. A complete description of this service is contained in the Municipal Services Section of the Plan. The emergency services are excellent and were one of the top rated services indicated in the public opinion survey. The ambulance and rescue service is also a very cost effective operation for the City.

### Education

Public education for Gardiner is provided by MSAD 11 which also includes the Towns of West Gardiner, Randolph and Pittston. The district was formed in 1959 and supplies elementary, secondary and adult education services.

Elementary schools in Gardiner include: Pray Street Elementary School, South Gardiner Elementary School, Brunswick Avenue Elementary School, Junior High School, and the High School. The South Gardiner and Brunswick Schools are new and recently opened in 1993 and the Pray Street School was just recently renovated and expanded in 1994. The Junior High School is also under going renovations which will be completed in 1995.

The City took ownership of the former, Central Street School, South Gardiner School and the O.C. Woodman School after the completion of the new elementary schools in 1993. Permanent uses have been found for both the South Gardiner and Central Street School buildings.

The School District is in the processing of completing a district-wide school improvement plan which not only included the new schools in Gardiner, but renovations to the elementary schools in West Gardiner and Randolph. The West Gardiner School is the last facility to be renovated, and the District's facilities should be in very good condition to meet the educational and population demands of the region for a number of years.

An increasing concern in the District and throughout the State and the Nation is the quality of education particularly in light of serious local, state and federal budget restraints. The district has begun to address some of these concerns by developing a planning process to improve education, however, more needs to be done. The reality of budget constraints and the need for quality education in an age of a global and technological society will require both the School District and local citizens to develop new and creative ways to improve the educational process. The relationship between the School District and the City in the past has not always been one of partnership and cooperation, however, a great deal of that is changing and more needs to be done for both to work together to ensure that quality education is offered to all children.

The City's efforts at economic development are linked to the quality of the local educational system to provide well trained workers and to attract the employees of new companies into the area. The public opinion survey indicated that most persons want the education system to improve. The responsibility of the educational system rest with the School District however the City can play a very significant role in assisting the district to improve the educational system.

Post secondary education is provided at a variety of regional schools including: University of Maine at Augusta and Farmingdale, Mid State College in Augusta, Technical Colleges in Fairfield and Auburn, Thomas College in Waterville, and Colby College in Waterville.

### Cultural and Recreational Resources

The City offers a number of recreational and cultural resources and opportunities for its residents and to the region. The following is a list of the significant activities within the City and area.

1. Playgrounds  
Playgrounds are located in the following areas: Gardiner common, South Gardiner School, Pray Street School, Brunswick Avenue School, Quimby Field, and the South Gardiner Park adjacent to Sherbourne Avenue.
2. Soccer Field  
Fields are located at Hoch Field, Quimby Field, and at the Junior High School.
3. Baseball/Softball  
All of the Schools have fields and additional fields are: Quimby Field, Sportsman Club, and a small City owned plot of land along Brunswick Avenue.
4. Basketball  
All of the schools have indoor and outdoor basketball courts. The O.C. Woodman Gym and the YMCA in Augusta are also frequently used by adults.
5. Tennis Courts  
Outdoor courts are available at the High School and Quimby Field. The Quimby Field courts are not maintained. Indoor courts are available at local private health clubs.
6. Ice Skating/Roller Skating  
Skating areas are located behind the South Gardiner Fire Station and at the Mattson Heights Pond. Indoor roller skating facilities are available in Augusta.

7. Cross Country Skiing  
Dedicated cross country skiing trails are not available however the following areas are utilized: Gardiner Estates, Transmission Line right-of-ways, railroad tracks, snowmobile trails and private land parcels.
8. Racquetball/Squash  
No facilities exist in Gardiner however they are available in private clubs in the region.
9. Public Swimming  
A public swimming site does not exist in the City. The Gardiner Sportsman Club is used for swimming by the Summer Recreational Program and the New Mills Bridge area is also a popular spot for many children. The need for a public swimming area was a frequently made suggestion in the public opinion survey.
10. Track  
An outdoor track is located at Hoch Field.
11. Gymnastics  
Local services are not available.
12. Field Hockey  
Fields are available at Hoch Field and the Junior High School.
13. Gyms  
Health clubs are not available in the City but are available within the region.
14. Bicycle Paths  
Bicycle paths are not available within the City however sidewalks and roadways are frequently used.
15. Bowling Alley  
One bowling alley is located within the City and a new facility was recently completed in Augusta.
16. Boating  
The City boat launch at the Wharf is heavily used and additional parking is needed to satisfy the demand. A public launch to the Stream is not available within the City however sites are located in West Gardiner.
17. Fishing  
Fishing along the River and the Stream is growing in popularity. The improved water quality and the State's fish stocking program have helped to attract people to the area. The River is also actively used for ice fishing.



18. Snowmobiling  
A formal trail system extends from Richmond to Dave's Diner and another trail crosses Gardiner between Farmingdale and West Gardiner.
19. Sledding  
Mt. Tom located on the Gardiner Estate off River Avenue is a popular sledding spot.
20. Skateboards  
The downtown area is a popular spot for skateboard use. The City does not have any dedicated locations for this sport.
21. Volleyball  
Outside volleyball courts are not available.
22. Walking Trails  
The City does not have a walking trail system however plans are underway to use the Rail Road tracks between Gardiner and Augusta as a combination bike and trail.
23. Golf  
A golf course is located in Farmingdale.
24. Museums  
The following museums are located in the area; Maine State Museum, Fort Western and the Maritime Museum located in Bath.
25. Music/Art/Dance  
The City contains the following facilities; private dance studio, private music teachers, High School Band and Jazz Group.
26. Theaters/Movies/Performing Arts  
Johnson Hall is the location of a performing arts center and plans are in process to renovate the Hall Theater. Other theaters are located at the Little Theater in the High School, O.C. Woodman School and the Hallowell Gaslight Theater in Hallowell.
27. Special Events/Crafts/Folk Art  
The following activities occur within the City and the region; Day on the Common, Downtown Art Show, Kennebec River Race, New England Vaudeville Festival, and other events organized by the Downtown Merchants.

28. Cultural/Service Organizations

The following groups are active in the City; Friends of Johnson Hall, Friends of the Common, Senior Spectrum, Rotary, Lions, Legion, Knights of Columbus, Eagles, Elks, Sportsman Club, Masons, Peg Shaw Garden, Snowmobile Club, Downtown Merchants, and the Board of Trade.

The City offers a mix of recreational and cultural activities however the public opinion survey indicated a need for additional activities for the young and the elderly. Recently the City Council approved funding a youth center to operate in the lower level of the O.C. Woodman school, and a development proposal was also approved for a family pool hall at the former Wilson Building on Water Street. This should help provide some additional recreational activities for the younger members of the community.

The City contains a slightly higher elderly population than surrounding communities which could be attributed to the number of nursing homes within the City. Services for the elderly are primarily provided by Senior Spectrum which is located at the former Railroad Station Building across from Stop and Save. Senior Spectrum offers recreational programs, meals on wheels, an in-house lunch program and other services. The organization recently purchased land in Hallowell in order to build a new facility which should provide additional services to the region.

## **POLICIES**

1. The City shall continue to support existing recreational, cultural, and sport activities and find ways in cooperation with neighboring Towns and private organizations to increase the amount and quality of these services.
2. The City shall support the efforts of the Friends of Johnson Hall to complete the renovations on the Hall Theater as a way to improve the vitality of the Downtown area.
3. The City recognizes that the quality, variety and quantity of cultural, recreational and sporting activities will enhance the quality of life for it's citizens and make the City more attractive for future economic development.
4. The City shall continue to develop a partnership with the School District in order to find ways to improve the educational system.

## **IMPLEMENTATION STRATEGY**

1. The City Manager and the City Council shall continue to support the existing cultural activities within the City and work with groups and neighboring towns to increase the number of activities.
2. The City Manager and the City Council shall meet with neighboring Towns and seek ways to develop regional recreational and cultural activities.

## **PLAN INTEGRATION**

The variety and quality of recreational and cultural activities and the quality of education all have a profound effect upon the quality of life and the attractiveness of the area for future economic development. Additional funds to expand and improve the City's educational system and recreational facilities will probably not be readily available, however, ways should be explored to make improvements without the need for a great deal of new funding. The City should seek ways to work with other communities to develop a regional recreational system especially for public swimming areas.

## SUMMARY OF THE CITY OF GARDINER PUBLIC OPINION SURVEY

### GARDINER COMPREHENSIVE PLAN UP-DATE 1994

The following is a summary of the results of the 1994 Public Opinion Survey. A total of 3800 Surveys were distributed and a total of 286 Surveys were returned. This is a return rate of 7%. In comparison to the total population of the City this Survey represents 4% of the 6735 residents of the City.

The Planning Board decided to use the Public Opinion Survey as a means to obtain direct public input about the City and various land use issues because of their experience with the 1988 Comprehensive Process. The City used a Random Telephone Survey as a means to obtain public input during the 1988 Plan Process and even though the results did represent the majority of the residents it did present some problems with the general public. The Planning Board was informed in many Public Hearings that people wanted an opportunity to present their views directly to the Board.

The 1994 Public Opinion Survey was mailed to all registered voters in the City and additional copies were sent to the business community and copies were available to anyone who needed a copy or did not receive one in the mail. Various drop-off points at local business's were provided however most people returned theirs by mail. The Survey consist of a total of 30 questions and ample opportunity was provided for the public to add their own comments and additional ideas.

The following is a summary of the Survey Results.

#### 1. Please indicate your Voting Ward Number.

Ward 1 total 31  
Ward 2 total 17  
Ward 3 total 40  
Ward 4 total 57  
Ward 5 total 32  
Ward 6 total 30  
Ward 7 total 43

#### 2. How long have you lived in Gardiner?

Less than 1 year total 1  
1-5 years total 42

6-15 years total 73  
Greater than 16 years total 104  
All my life total 58

3. In what type of housing do you live?

Single family total 224  
Multi-family total 36  
Mobile home on own lot total 9  
Mobile home in park total 6

4. Do you own or rent your home?

Own total 251  
Rent total 25

5. If you own land in Gardiner, how much do you own?

Less than 2 acres total 82  
2-10 acres total 40  
11-100 acres total 28  
Over 100 acres total 3

6. Please indicate the number of persons in your household.

1 person total 50  
2-3 persons total 152  
4-6 persons total 65

7. What attracted you to Gardiner, or what has kept you here?

Always lived here total 72  
Family close by total 110  
Close to work total 132  
Close to services total 66  
Small town atmosphere total 116  
Residential neighborhoods total 81  
Scenic beauty total 58  
Housing cost total 46  
Schools total 25

8. Are there any particular scenic, recreational, historic, cultural or natural resource in Gardiner that you would like to see the City preserve or improve?

Historic residential neighborhoods total 107  
Cobbossee stream waterfront total 120  
Johnson Hall theater total 101  
Existing farm land total 69  
Quimby field and Solders field total 97  
Downtown business district total 158  
Kennebec river waterfront total 147  
Downtown boat landing total 105  
Wetland area at Marston and Libby Hill Road total 61  
Cobbossee stream near New Mills Bridge total 110

9. Do you think the City should invest in developing or improving any of the following recreational facilities?

Downtown boat landing total 80  
Quimby Field total 61  
Hiking trails total 87  
Snowmobile trails total 25  
Community center total 132  
Playgrounds total 88  
Public swimming area total 113  
Ballfields total 64  
Regional parks or swimming areas total 98  
Youth recreational programs total 139  
Bike paths total 97  
Cobbossee stream boat launch total 79

10. Do you find the recreational facilities available in the City adequate to meet your own and your family needs?

Recreational facilities are adequate total 134

Recreational facilities are not adequate total 109

**Additional suggestions for recreational facilities:**

Swimming 27

Youth facilities 37

Ice skating 8

Theaters 2

Community center 24

Hiking trails 5

Baseball fields 3

Cultural 2

Parks 3

Bike paths 10

Bowling alley 1

Football field 2

Boat launch 3

Day Care 2

Senior Citizen activities 2

X country skiing 4

Tennis Courts 4

**11. The City should preserve it's Historic Resources by doing the following:**

Maintain the current ordinance total 139

Continue to protect the Downtown area total 116

Develop historic educational programs total 80

Create a new district around the Common Area total 76

Expand the number of areas and buildings covered by the Historic Ordinance total 52

**12. The City's current Zoning Districts are adequate to direct new growth and protect existing land uses.**

Agree total 88

Disagree total 69

No opinion total 101

13. Do you think that the City's current Zoning Regulations do a good job of direction new development in the City?

Yes total 88

No total 96

19. The City should direct new residential development to the following areas:

Anywhere in the City total 105

Only in rural areas total 17

South Gardiner Village Area total 80

Upper Highland Ave. Area total 81

Brunswick Ave. from the Common to the Marston Road total 65

Old Brunswick Roads total 60

Marston Road total 64

Libby Hill Road total 55

Costello Road total 43

In rural areas as long they are on back lots total 20

In areas near existing sewer and water services total 125

In rural areas as long as they are Planned Unit Developments total 74

Brunswick Ave. total 60

20. The City should direct New Commercial Development to the following areas:

Only in the Downtown area total 51

Anywhere along Brunswick Ave total 80

Specific areas along Brunswick Ave. total 79

The Intersection of Brunswick and Marston total 64

In areas next to existing commercial locations total 132

Along Water Street from downtown to the New Mills Bridge total 124

Along Cobbossee Ave from New Mills to West Gardiner total 75

Near the AG Park and adjacent to Route 95 total 196

Brunswick Ave, only if strip development was prohibited and development was located off new access roads or from away from the Avenue total 46

Anywhere in the City as long as it meets strict performance standards total 67

South Gardiner Village Area total 18



21. The City should require that all new subdivisions set aside a certain portion of land as Open Space.

Agree total 182

Disagree total 49

No opinion total 39

22. The City should encourage the development of new small businesses by doing the following:

Maintain the City's current home occupation regulations total 67

Allow some businesses to locate in residential areas as long as they maintained the residential appearance of the property and followed other performance standards that controlled their impact. total 150

Mixed uses such as residential and business should be allowed based upon the final impact upon the neighborhood. total 115

Allow businesses to occupy some of the larger homes in the City. total 81

Encourage the development of a small hotel within the City. total 156

Promote the Downtown area. total 185

Allow more types of home occupations to open in residential areas. total 73

Encourage new businesses to develop only in cluster areas around existing commercial uses. total 70

23. Over the past 10 years most of the City's residential development has occurred in rural areas of the City. The City should use the following to address this issue:

1. Allow development to occur. total 121

2. Require all new residential subdivisions be designed as Planned Unit Developments.  
total 83

3. Encourage rear lot development. total 57

4. Require that any new roadside development on existing City roads have more road frontage than new rear lot development. total 44

5. Require that all new development be screened from the road. total 26

6. Increase the minimum lot size from 60,000 square feet to 130,000 square feet (from 1 1/2 acre to 3 acres). total 48

24. Should the City provide municipal trash pick-up?

Yes total 147

No total 121

25. Should the City construct a solid waste transfer station?

Yes total 127

No total 104

26. Should the City expand it's current recycling program?

Yes total 189

No total 74

27. Over the past ten years the City's population has remained stable and at times even decreased while the population in the surrounding smaller Towns have increased. It appears that the future outlook points to this trend continuing. The City should take the following steps to address this situation:

1. The City should re-examine its role as a service provider to surrounding Towns. total 116

2. The City should pursue an aggressive policy to bring new commercial development to the City. total 187

3. The City should reduce its level of services in order to lower the tax rate.  
total 60

4. The City should develop regional service delivery programs with surrounding Towns.  
total 104

5. The City should re-examine its present circumstance and provide services at a level and cost that is in balance with its size. total 175

28. List what you think are the three most important issues facing the City.

Taxes 117 Economic Development 130 Schools/Education 81 Recreation 22

Jobs 12 City Image 10 Community Center 4 Roads 17 Sidewalks 7  
Brunswick Ave. Development 2 Extending the sewer on 201 5 Downtown 17  
Historic Preservation 5 Drinking Water Quality 4 Public Involvement 8  
Public Transportation 1 Downtown Parking 2 Mobile Homes 1 Snow Plowing 1  
Welfare 1 Community Development 4 Brunswick Ave Development 3 Crime 2  
Volunteer Coordinator 2 Deadwood in Government 1 Lack of Stores 3  
Trash Removal 6 Zoning and Planning 6 Environment 5 Odors from the Sewer Plant 1  
Politics 10 City Services 6 Too many services 2 Residential Neighborhoods 8  
Residential Development 4 Recycling 5 Public Works 5 Medical Facilities 2  
Senior Citizen Services 2 Police Protection 1 Traffic Speeders 1 Youth Programs 4  
Housing Condition 4 Affordable Housing 2 O.C. Woodman Building 1 Quality of Life 4  
Need for Progressive Thought 6 Rural Improvement 1 Honesty in Government 1

17. Please circle the number on the scale that best describes how you feel about the following statements:

1. The City should allow some business to locate in existing residential areas as long as they meet strict performance standards.

Agree 152 Disagree 111 No Opinion 10

2. The City should develop regional agreements to provide some City Services in order to reduce cost. Agree 222 Disagree 12 No Opinion 30

3. Residential development should be discouraged from occurring in the rural areas.

Agree 62 Disagree 171 No Opinion 35

4. Residential development should be directed toward areas near existing sewer and water services. Agree 145 Disagree 88 No Opinion 35

5. The City should discourage sprawl commercial development and designate specific commercial areas. Agree 179 Disagree 79 No Opinion 19

6. City sewer should extend down Brunswick Ave only to the Intersection of the Marston Road. Agree 83 Disagree 104 No Opinion 83

7. Commercial activities requiring sewer should pay for extending the sewer at their own expense. Agree 156 Disagree 70 No Opinion 42

8. The City should develop an industrial park.

Agree 138 Disagree 66 No Opinion 62

9. The City should find new ways to provide City services that cost less so that taxes could be reduced. Agree 238 Disagree 8 No Opinion 13

10. The City should continue to encourage economic development.

Agree 264 Disagree 7 No Opinion 5

11. The City needs to increase its protection of natural resources.

Agree 188 Disagree 38 No Opinion 47

18. All new development that occurs in the rural areas of the City should be designated as a Planned Unit Development in order to preserve open space and maintain the rural quality of the area.

Agree 167 Disagree 60 No Opinion 36

14. Please rate the following local facilities and services according to your perception of their quality and efficiency. In the last column, indicate any of these you feel must be improved, even if it means increasing taxes to raise the funding.

Road Maintenance

Excellent 13 Good 108 Fair 62 Poor 31 Pay to improve 43

Snow plowing

Excellent 44 Good 123 Fair 21 Poor 21 Pay to improve 25

Sidewalks

Excellent 13 Good 65 Fair 65 Poor 73 Pay to improve 43

Public Water System

Excellent 22 Good 127 Fair 35 Poor 16 Pay to improve 21

Public sewer system

Excellent 22 Good 133 Fair 36 Poor 8 Pay to improve 24

Street drainage system

Excellent 10 Good 113 Fair 71 Poor 19 Pay to improve 18

City parks and recreation

Excellent 26 Good 114 Fair 51 Poor 20 Pay to improve 42

City office services

Excellent 50 Good 140 Fair 19 Poor 3 Pay to improve 14

Fire protection

Excellent 77 Good 129 Fair 6 Poor - Pay to improve 15

Police Protection

Excellent 75 Good 104 Fair 15 Poor 8 Pay to improve 10

Ambulance service

Excellent 84 Good 107 Fair 9 Poor 1 Pay to improve 16

Code Enforcement

Excellent 31 Good 92 Fair 34 Poor 8 Pay to improve 9

Tax Assessment

Excellent 28 Good 67 Fair 56 Poor 33 Pay to improve 14

Library

Excellent 121 Good 76 Fair 11 Poor - Pay to improve 25

School system

Excellent 22 Good 78 Fair 87 Poor 28 Pay to improve 49

Economic development

Excellent 7 Good 56 Fair 66 Poor 55 Pay to improve 61

Public works

Excellent 22 Good 119 Fair 35 Poor 22 Pay to improve 24

Youth programs

Excellent 12 Good 57 Fair 61 Poor 35 Pay to improve 52

Senior Citizen programs

Excellent 18 Good 71 Fair 58 Poor 19 Pay to improve 26

Child care services/ day care

Excellent 20 Good 77 Fair 45 Poor 16 Pay to improve 18

Spring clean-up

Excellent 52 Good 117 Fair 35 Poor 20 Pay to improve 19

Recycling

Excellent 27 Good 114 Fair 48 Poor 24 Pay to improve 28

Solid waste/ trash disposal system

Excellent 18 Good 96 Fair 35 Poor 37 Pay to improve 30

Cultural events

Excellent 10 Good 79 Fair 70 Poor 26 Pay to improve 25

Summer Rec. program

Excellent 11 Good 52 Fair 46 Poor 11 Pay to improve 20

15. Overall I am pleased with the direction the City appears to be headed.

Agree 125 Disagree 88 No opinion 64

16. Overall I am pleased with the amount of new growth and development occurring within the City.

Agree 60 Disagree 156 No opinion 53

1. The first part of the document is a list of names and addresses of the members of the committee.

2. The second part of the document is a list of names and addresses of the members of the committee.

3. The third part of the document is a list of names and addresses of the members of the committee.

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16. The sixteenth part of the document is a list of names and addresses of the members of the committee.

17. The seventeenth part of the document is a list of names and addresses of the members of the committee.

18. The eighteenth part of the document is a list of names and addresses of the members of the committee.

**ANALYSIS OF THE RESULTS FROM THE GARDINER PUBLIC OPINION SURVEY**

**REFER TO THE SUMMARY OF THE PUBLIC OPINION SURVEY FOR A COMPLETE LISTING OF THE SURVEY RESULTS**

**Question 1.**

**Please indicate your voting ward number.**

A total of 250 persons listed their ward number. 36 persons did not provide this information. The highest response was from ward 4 with a total of 57. The second highest was ward 3 with a total of 40 and the lowest response was from ward 2 with a total of 17.

**Question 2.**

**How long have you lived in Gardiner?**

The largest response was from persons living in Gardiner for greater than 16 years with a total of 104. The second highest was from persons living in Gardiner between 6-15 years with a total of 73 and the third was persons living in Gardiner all of their lives with a total of 58.

**Question 3.**

**In what type of housing do you live?**

Most of the persons live in single family homes. The total was 224.

**Question 4.**

**Do you own or rent your home?**

A total of 251 persons own their homes and 25 are renters.

**Question 5.**

**If you own land in Gardiner, how much do you own?**

Most people own less than 2 acres with a total of 82.



Question 6.

Please indicate the number of persons in your household.

The largest group was households of 2-3 persons with a total of 152.

Question 7.

What attracted you to Gardiner, or what kept you here?

The highest response was, Close to work with a total of 132. This was followed by: Small Town atmosphere with 116, and Family close by with 110. The lowest response was Schools with a total of 25.

Question 8.

Are there any particular scenic, recreational, historic, cultural or natural resource in Gardiner that you would like to see the City preserve or improve?

The highest response was the Downtown Business District with 158. This was followed by: Kennebec river Waterfront with 147, Cobbossee Stream Waterfront with 120. Other areas receiving high preference were: Historic Residential Neighborhoods (107), Boat Landing (105) and the Johnson Hall (101).

Question 9.

Do you think the City should invest in developing or improving any of the following recreational facilities?

The highest response was for the following: Youth Recreational Programs(139), Community Center(132) and Public Swimming Area (113).

Question 10.

Do you find the recreational facilities available in the City adequate to meet your own and your family needs?

The response was close with 134 stating that they are adequate and 109 stating that they do not meet their needs.

Some of the popular suggestions were the following: Youth Facilities(37), Swimming(27), and a Community Center(24).

Question 11.

The City should preserve its Historic Resources by doing the following:

The highest response was to maintain the current ordinance(139) and to continue to protect the downtown area(116). Only 52 persons said that the Historic areas should be expanded.

Question 12.

The City's current Zoning Districts are adequate to direct new growth and protect existing land uses.

The results of this question are mixed with the largest response marked No Opinion(101) and followed by, Agree(88) and Disagree(69). Many people might not be very familiar with the zoning district areas and this could of resulted in the No Opinion response.

Question 13.

Do you think that the City's current Zoning Regulations do a good job of directing new development in the City?

The majority of people said No with a total of 96 and 88 responded Yes.

Question 14.

Please rate the following local facilities and services according to your perception of their quality and efficiency.

The highest rated City services are the following: Library, Ambulance Service, Fire Protection, Police Protection, City Office Services and Spring Clean-up.

The Services rated the lowest were: Youth Programs, School System, Economic Development, Tax Assessment, Sidewalks, Street Drainage System , and Road Maintenance.

Very few people wanted to provide additional funds to improve services especially if it involved an increase in taxes, however some areas did receive a modest number of recommendations to increase funding. The following received the highest response to increase funding: Economic Development(61), Youth Programs(52), School System(49), Road Maintenance(43), Sidewalks(43), and City Parks and Recreation(42).

Question 15.

Overall I am pleased with the direction the City appears to be headed.

Most people agree with a total of 125 however with 88 not in favor and 64 with no opinion this does not appear to be a clear majority.

Question 16.

Overall I am pleased with the amount of new growth and development occurring within the City.

Most people are not pleased with the amount of growth occurring in the City with a total of 156. Based upon the public response in other sections of the survey it appears that the lack of Economic Development is the greatest concern.

Question 17.

Please circle the number on the scale that best describes how you feel about the following statements: ( refer to the summary for a complete list of the questions)

The following are the most significant results of this section:

Taxes and City Services

A total of 222 persons are in favor of developing regional service delivery programs in order to reduce cost and 238 persons want the City to find ways to provide services that cost less and would reduce taxes.

Residential Issues

A total of 171 persons feel that residential development should still be allowed in rural areas of the City however 145 persons are in favor of directing residential development toward areas near water and sewer services.

Commercial Development

The vast majority of persons (264) are in favor of Economic Development.

The following other Economic issues received a great deal of support: The City should discourage sprawl development and designate commercial areas(179), 138 persons are in favor of a City Industrial Park, and 152 persons are in favor of allowing some businesses to locate in a residential area subject to performance standards.

### Natural Resources

A total of 188 persons agree that the City needs to protect its natural resources. This response is consistent with the high number of persons that value the City's River and Stream resources.

### Question 18.

All new development that occurs in the rural areas of the City should be designated as a Planned Unit Development in order to preserve open space and maintain the rural quality of the area.

A total of 167 persons agree with this statement. If the majority of people want residential development to occur in the rural areas of the City ; then it might be best developed in the by using a Planned Unit Development Design. Detached single family developments can be designed using PUD principles.

### Question 19.

The City should direct new residential development to the following areas: (refer to the summary for a complete listing of the questions).

The only strong direction provided in this section was to allow residential development anywhere in the City(105) and residential development should be directed near existing water and sewer services(125).

### Question 20.

The City should direct New Commercial Development to the following areas: ( refer to the summary for a complete listing of the question).

The only strong direction provided in this section was to promote commercial development near AG and Route95 (196) and to areas near existing commercial uses(132) and along Water Street from the Downtown to New Mills Bridge (124).

### Question 21.

The City should require that all new subdivisions set aside a certain portion of land as Open Space.

A total of 182 persons agree that open space should be provided for each new subdivision. This response appears to follow the concern for Natural Resource and Recreational areas in the City and for requiring PUD designs in rural areas of the City.

### Question 22.

The City should encourage the development of new small businesses by doing the following: ( refer to the summary for a complete listing of the question).

The following direction was provided: the majority of persons (185) are in favor of promoting the Downtown, a 156 persons want to encourage the development of a small hotel, a total of 150 persons would allow a business to locate in a residential area subject to design and performance standards, and 115 persons think that business located in a residential area should be reviewed by the potential impact it would have on the area.

The most significant trend that appears in this section is that this is the second time in this survey that a large number of people are willing to allow a business to locate in a residential area if it is subject to design and performance standards that measure its impact upon the neighborhood. This view is very different from the 1988 Comprehensive Plan which responded to the public's desire to separate business uses from the residential areas of the City.

Question 23.

Over the past 10 years most of the City's residential development has occurred in rural areas of the City. The City should use the following to address this issue: ( refer to the summary for a complete listing of the question).

A total of 121 persons stated that residential development should be allowed to occur in the rural areas. The only other area that received a high number of responses was to require PUD designs in the rural areas(83). All the other areas received a low to moderate number of responses.

Question 24.

Should the City provide municipal trash pick-up?

A total of 147 persons are in favor however 121 persons were not in favor of this proposal. A clear direction cannot easily be determined in this area.

Question 25.

Should the City construct a solid waste transfer station?

A total of 127 persons are in favor and 104 persons were not in favor. The response is very similar to the City trash pick-up question and a clear direction cannot be determined.

Question 26.

Should the City expand its current recycling program?

Unlike question #24 and #25 a clear majority of persons(189) are in favor of expanding the program.

Question 27.

Over the past ten years the City's population has remained stable and at times even decreased while the population in the surrounding smaller Towns have increased. It appears that the future outlook points to this trend continuing. ( refer to the summary for a complete listing of the question).

A strong opinion was expressed for the following activities:

A 187 persons were in favor of bringing new commercial development into the city in order to expand the City's tax base.

A 175 persons wanted the City to re-examine its present circumstance and provide services at a level and cost in balance with its size.

A 116 persons want the City to re-examine its role as a service provider to surrounding Towns.

This question was important because the City has enjoyed a number of City Services that were not available to surrounding Towns for a long period of time. Over time the cost of those services began to rise resulting in a high mil rate and high taxes compared to the region. While the reduction of any type of City service always meets stiff resistance it appears from the answers to this question that a majority of people want the City to find ways to lower taxes by doing one or more of the following: increase the tax base, offer reduced services, and re-examine the regional role played by the City.

The Economic climate of the State and the Northeast for the near future will result in slow commercial and business growth for the City. It will take a considerable period of time for the City to attract new commercial development and hence will not quickly be able to reduce the tax burden by using this strategy. The other possibility is for the City to down size some of its services however there is a limit to this option based upon the political reality of removing a service from the public and the vested interest that builds up around a particular service delivery area.

The final area that could provide an option to the City is to create a greater regional view for the delivery of some present City services. An example of this would be the City's ambulance service that is based in Gardiner but the cost is shared by surrounding Towns.

The city's share for these services is less than \$80,000.00 and this amount includes the cost of residents non-payment of the ambulance service.

The involvement of surrounding Towns in other areas like Police Protection, Fire Protection, Tax Assessment, Code Enforcement, Welfare and some Office Services could allow the City to continue to offer the same types of services but in a more cost effective manner. The trade off of this method is that the City would lose some direct control of some programs however the experience of the Ambulance service should provide some insight into just how much this would be an issue. Other areas that the City is presently involved in regional service delivery is the Library and the Sewer District.

Question 28.

List what you think are the three most important issues facing the City.

A complete list of all the responses are provided in the summary. A large and diverse number of answers were provided in this section however there were three issues that received the greatest number of comments which are:

Economic Development(130), Taxes(117), and Schools and Education(81).

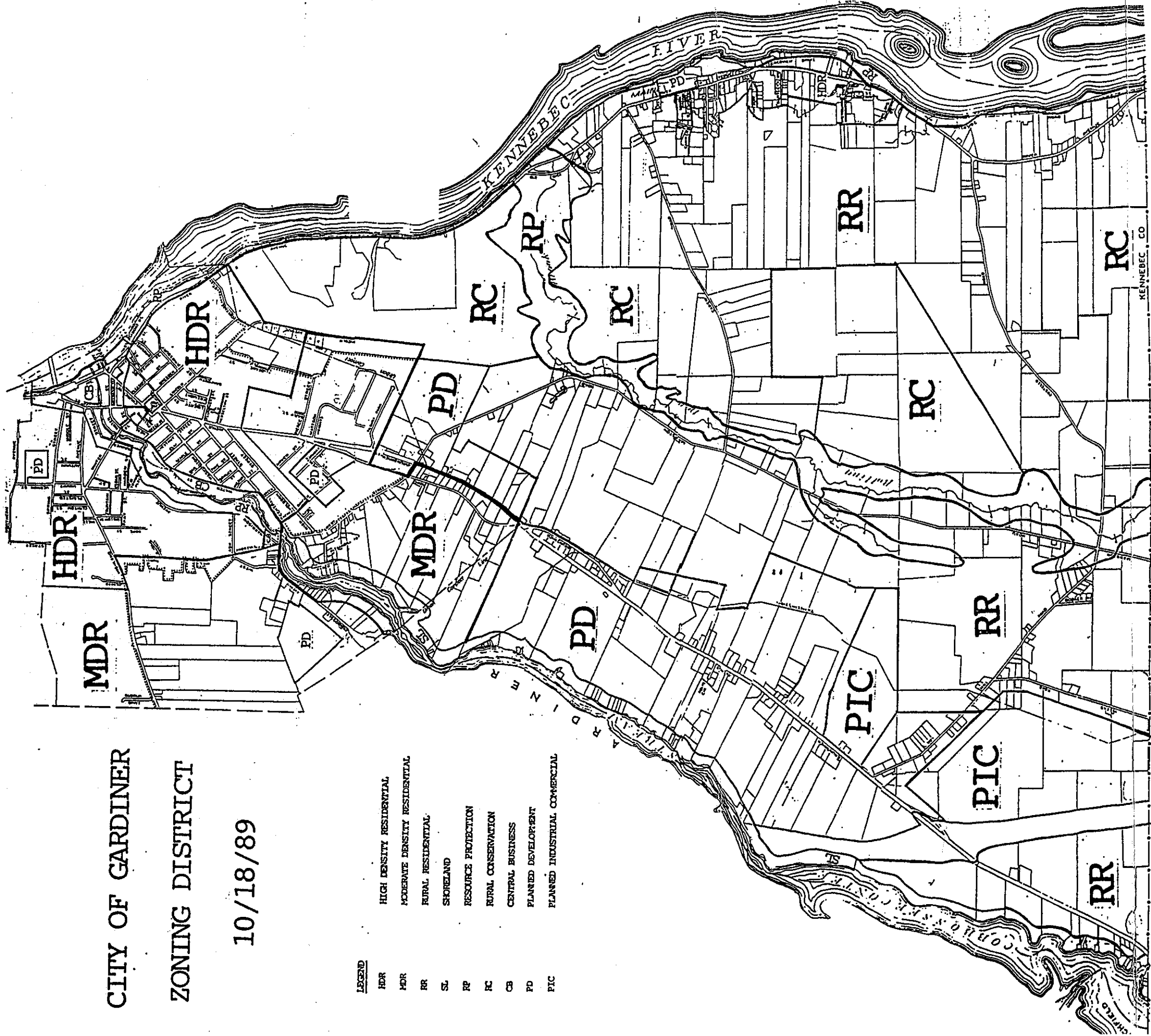
CITY OF GARDINER

ZONING DISTRICT

10/18/89

LEGEND

- HDR HIGH DENSITY RESIDENTIAL
- MDR MODERATE DENSITY RESIDENTIAL
- RR RURAL RESIDENTIAL
- SL SHORELAND
- RP RESOURCE PROTECTION
- RC RURAL CONSERVATION
- CB CENTRAL BUSINESS
- PD PLANNED DEVELOPMENT
- PIC PLANNED INDUSTRIAL COMMERCIAL



EXISTING ZONING DISTRICT MAP

10/18/89

1995 COMPREHENSIVE PLAN

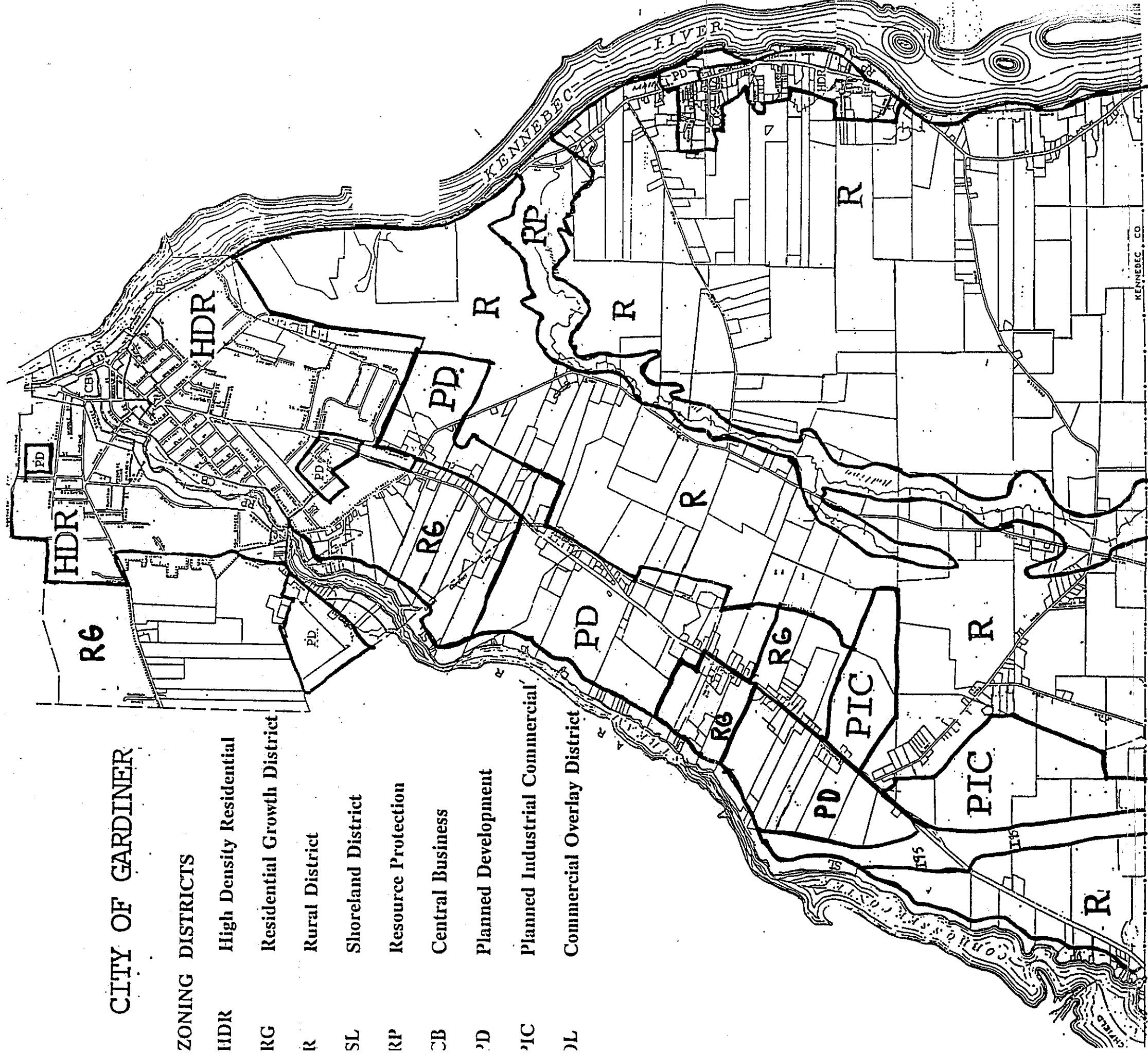
CITY OF GARDINER



# CITY OF GARDINER

## ZONING DISTRICTS

- HDR High Density Residential
- RG Residential Growth District
- R Rural District
- SL Shoreland District
- RP Resource Protection
- CB Central Business
- PD Planned Development
- PIC Planned Industrial Commercial
- OL Commercial Overlay District

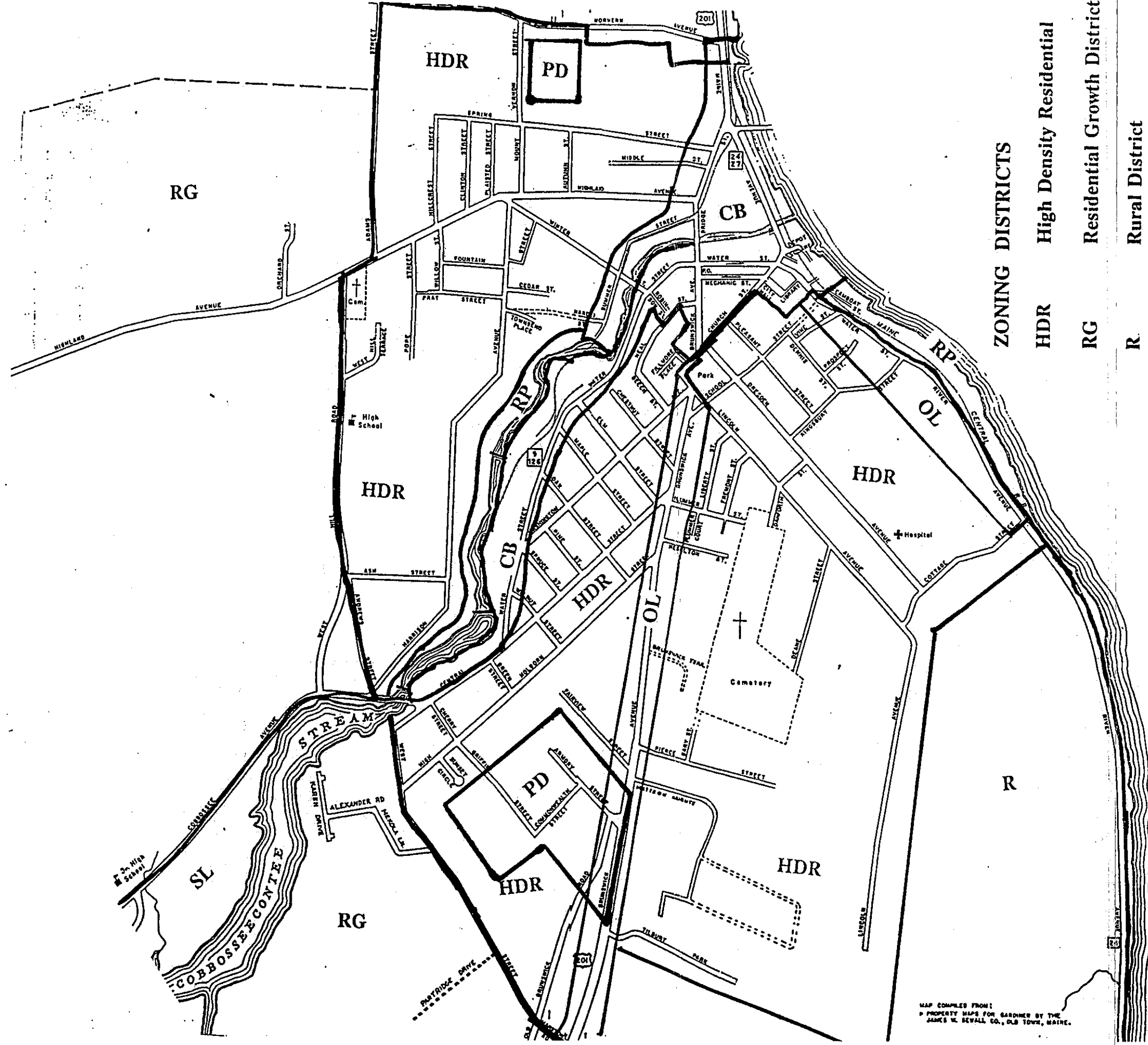


## PROPOSED LAND USE MAP

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

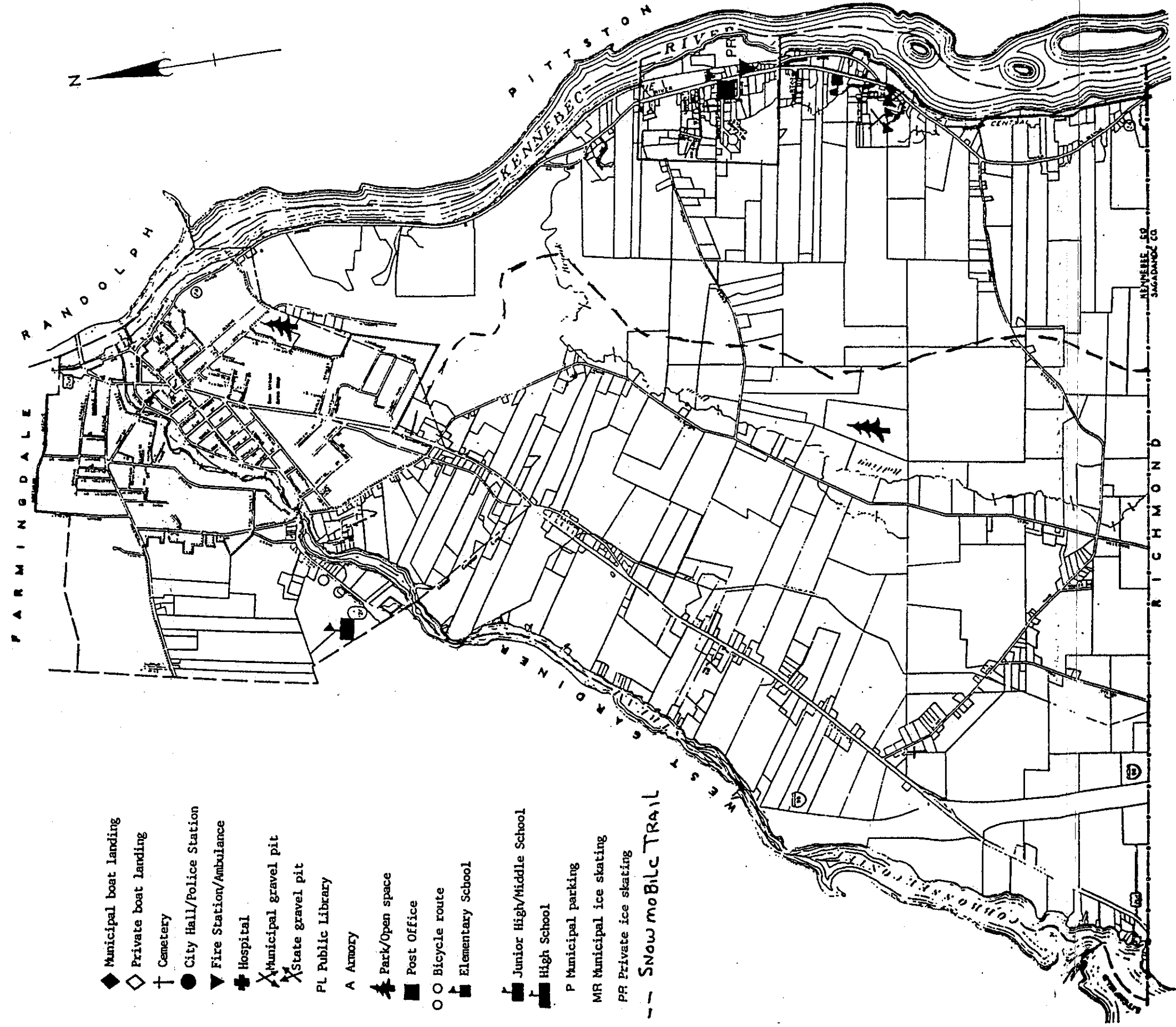
Prepared by: Kennebec Valley Council of Governments, 1995.



**PROPOSED LAND USE MAP URBAN AREA**

**1995 COMPREHENSIVE PLAN  
CITY OF GARDINER**

ZONING DISTRICTS		
HDR	High Density Residential	
RG	Residential Growth District	
R	Rural District	
SL	Shoreland District	
RP	Resource Protection	
CB	Central Business	
PD	Planned Development	
PIC	Planned Industrial Commercial	
OL	Commercial Overlay District	

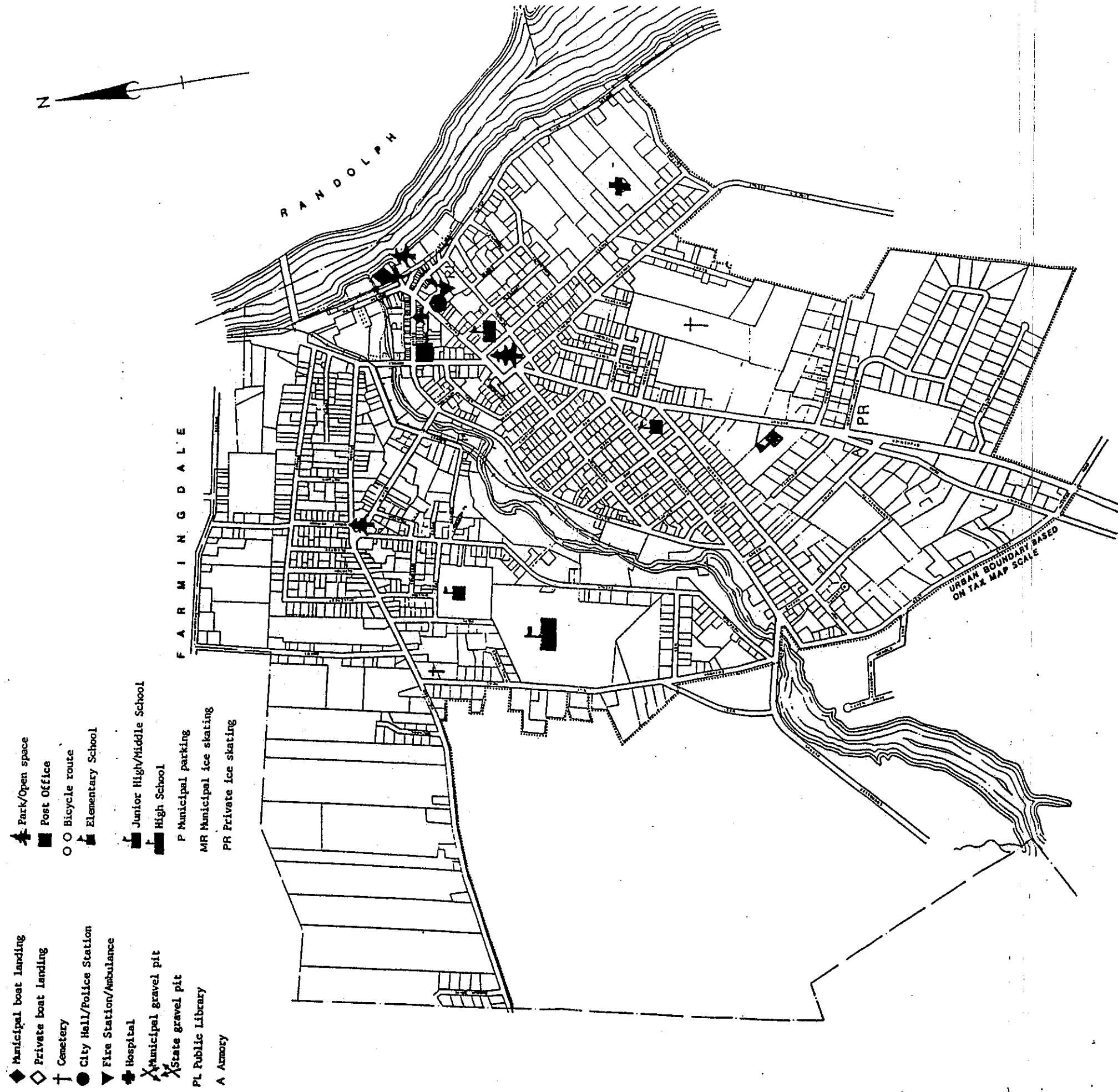


## PUBLIC FACILITIES

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

Prepared by: Kennebec Valley Council of Governments, 1995.

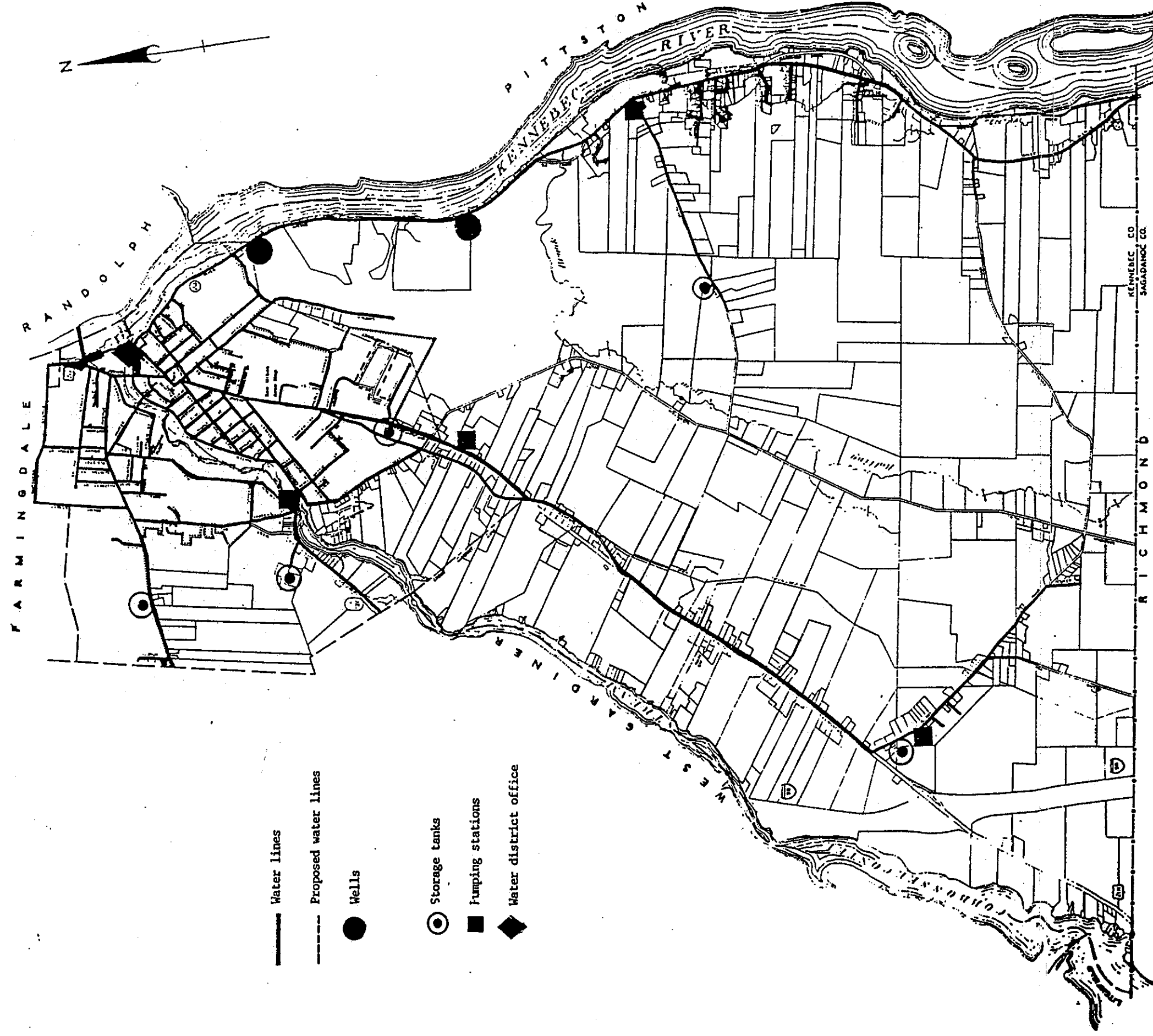


## PUBLIC FACILITIES URBAN AREA

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

Prepared by: Kennebec Valley Council of Governments, 1995.

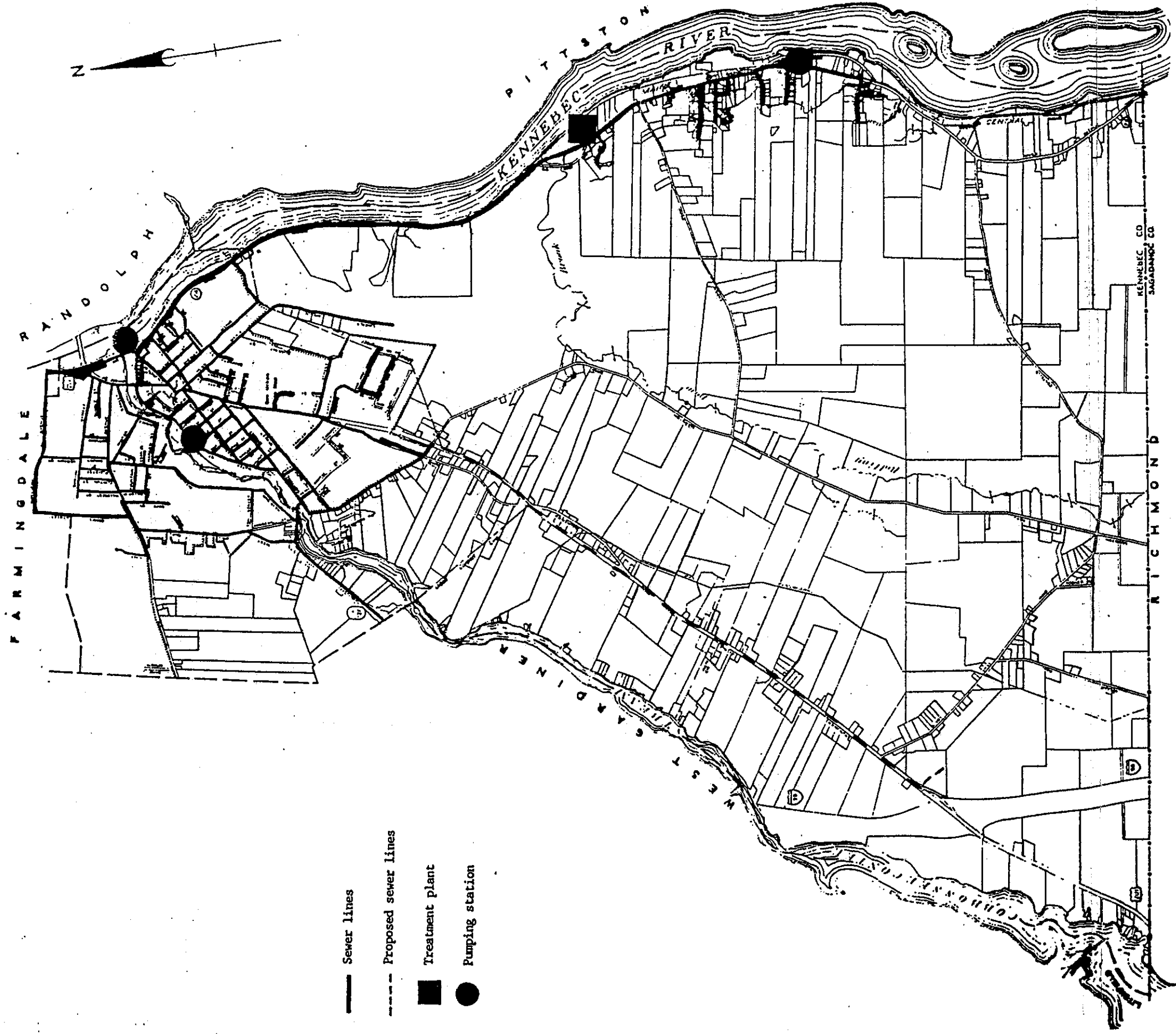


## PUBLIC WATER SYSTEM

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

Prepared by: Southern Kennebec Planning and Development Council, 1988.



## PUBLIC SEWER SYSTEM

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

Prepared by: Kennebec Valley Council of Governments, 1995.





# **STEEP SLOPES, AQUIFER RECHARGE AREAS AND PRIME AGRICULTURAL SOILS**

1995 COMPREHENSIVE PLAN

CITY OF GARDINER

Prepared by: Southern Kennebec Planning and Development Council, 1988

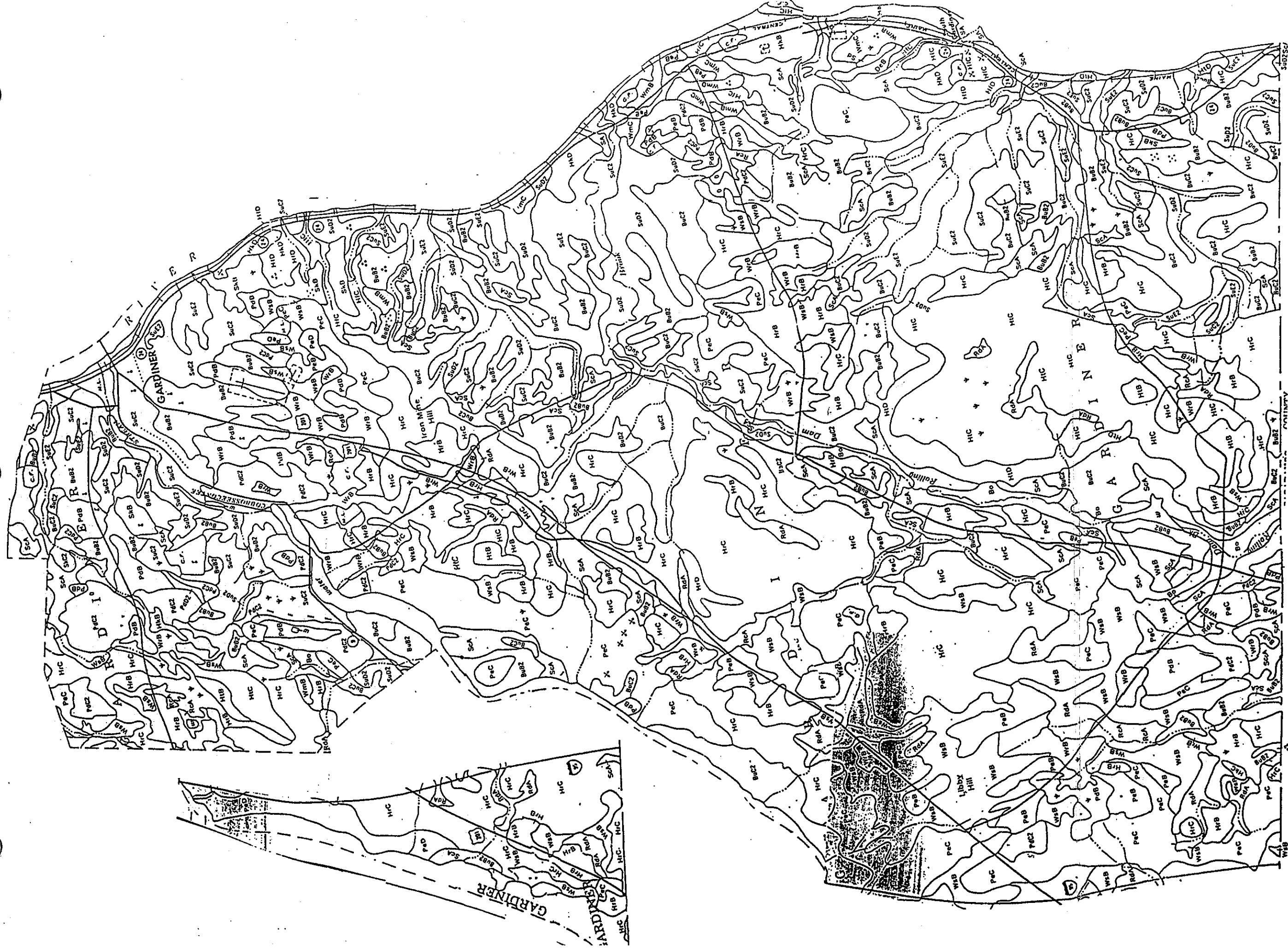


## TOPOGRAPHIC MAP

1995 COMPREHENSIVE PLAN  
CITY OF GARDINER

7.5 MINUTE SERIES, TOPOGRAPHIC MAP, GARDINER QUADRANGLE  
U.S. DEPARTMENT OF THE INTERIOR, GEOLOGICAL SURVEY

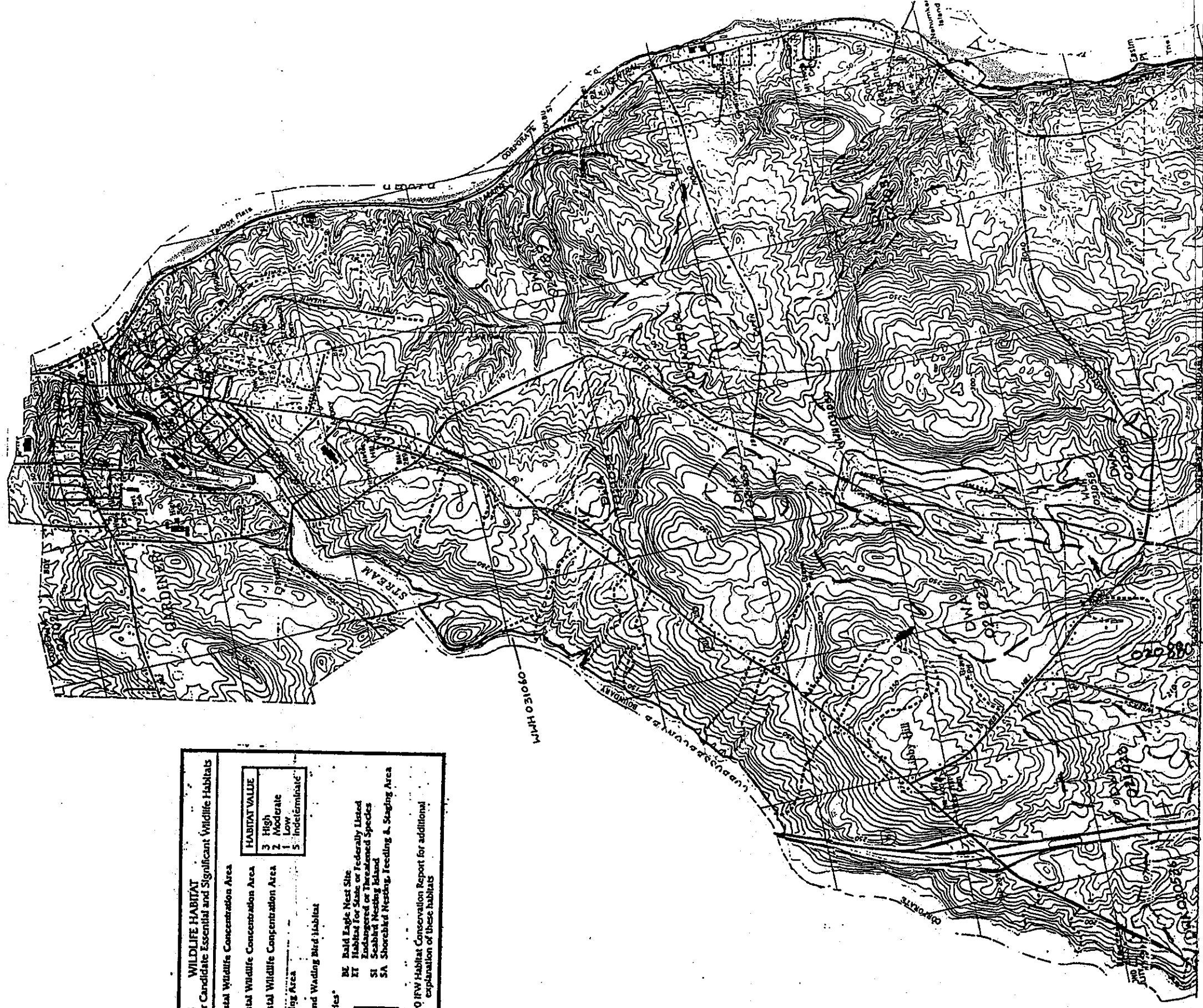




## SOILS MAP

### 1995 COMPREHENSIVE PLAN CITY OF GARDINER

Prepared by: Kennebec Valley Council of Governments with information from the  
Soil Survey of Kennebec County, Soil Conservation Service.



**WILDLIFE HABITAT**  
Legally Adopted Or Candidate Essential and Significant Wildlife Habitats

**A** Class A Coastal Wildlife Concentration Area  
**B** Class B Coastal Wildlife Concentration Area  
**C** Class C Coastal Wildlife Concentration Area  
**DWA** Deer Wintering Area  
**QVWH** Waterfowl and Wading Bird Habitat  
**I** Inland Fisheries

**HABITAT VALUE**  
3 High  
2 Moderate  
1 Low  
5 Indeterminate

**BE** Bald Eagle Nest Site  
**ET** Habitat for State or Federally Listed  
Endangered or Threatened Species  
**SI** Seabird Nesting Island  
**SA** Shorebird Nesting, Feeding & Staging Area

Boundaries and  
ratings based on  
information current  
as of June 1991

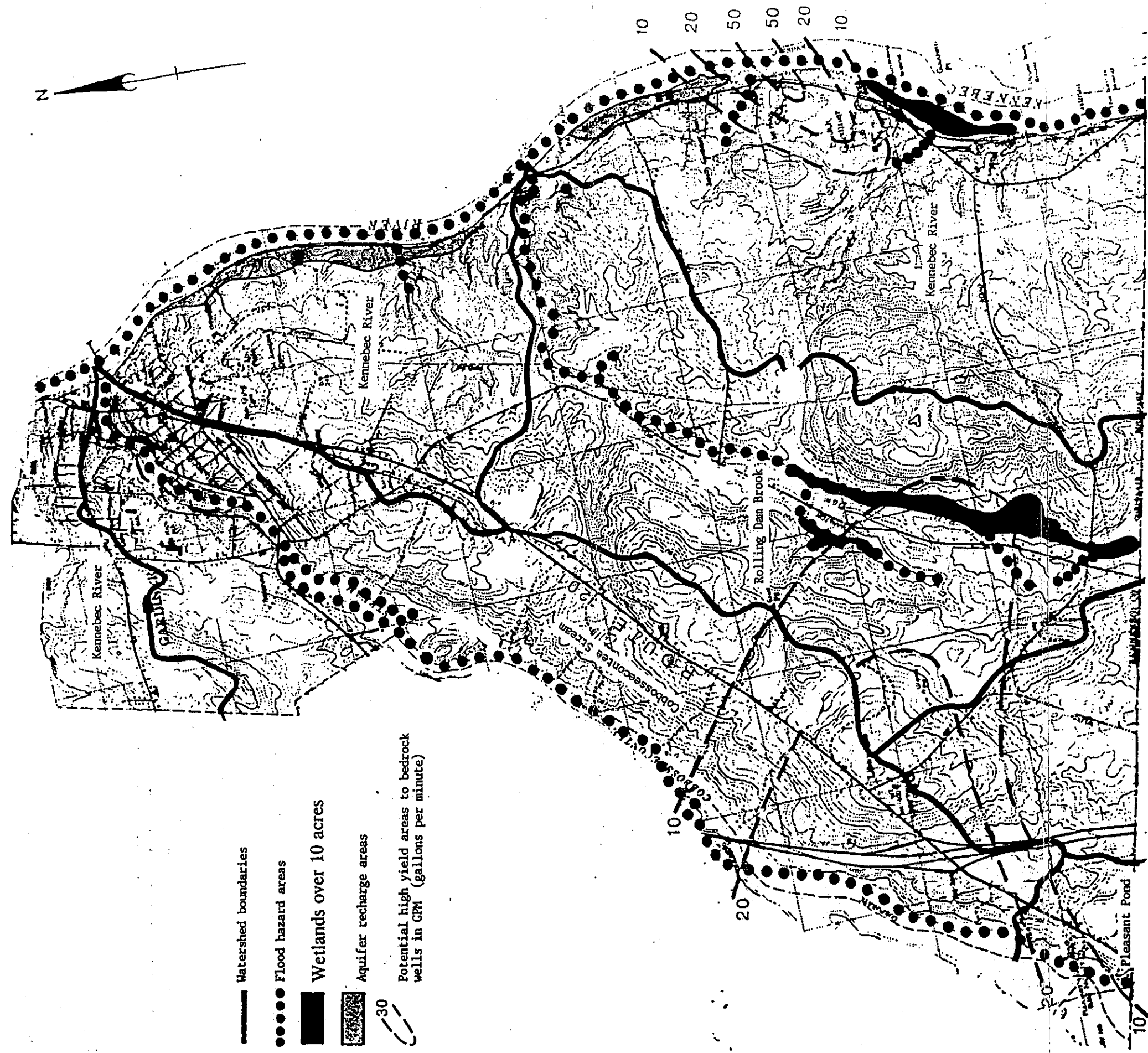
Refer to 1990 IFW Habitat Conservation Report for additional  
explanation of these habitats

## DEER WINTERING AREA MAP

### 1995 COMPREHENSIVE PLAN

#### CITY OF GARDINER

Information provided by the Department of Inland Fisheries and Wildlife



## WATER RESOURCES

1995 COMPREHENSIVE PLAN

CITY OF GARDINER

Prepared by: Southern Kennebec Planning and Development Council, 1988, and Kennebec Valley Council of Governments, 1995